





Government  
Publications



Government  
Publications





Digitized by the Internet Archive  
in 2022 with funding from  
University of Toronto











Gov. Doc  
Can  
E

Canada: External Affairs, Sept. 9-1951

# *Report*

315

## DEPARTMENT OF EXTERNAL AFFAIRS

1951

EA  
ASS



CANADA



DEPARTMENT OF EXTERNAL AFFAIRS  
ANNUAL REPORT FOR 1951

C O R R I G E N D A

Page 44, third paragraph, first sentence should read: "Seventeen embassies, six legations, six high commissioners' offices, and thirteen consulates or consulates general...."

Page 48, Appendix A, add the following to the list of Posts Maintained Abroad by the Department: Brazil, Consulate (Sao Paulo); Philippines, Consulate General; Portugal, Consulate General; Turkey, Consulate (Istanbul).



# REPORT

of the

Department of

# EXTERNAL AFFAIRS

1951

Submitted to Parliament under the Provisions of the  
Department of External Affairs Act



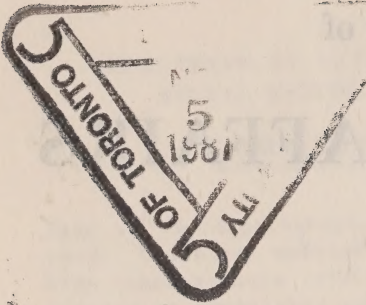
CANADA

EDMOND CLOUTIER, C.M.G., O.A., D.S.P.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1952

Price: 25 cents.

REPORT

of the



Department of

EXTERNAL AFFAIRS

1951

Submitted to Parliament under the provisions of the  
Department of External Affairs Act



EDMUND GROUTIER, C.M.A., C.M.A.  
CHIEF CLERK AND CHIEF OF STATIONERY  
OTTAWA, CANADA

## Foreword

The year 1951 was a critical period in world affairs. We have come through that period without catastrophe and with a strengthening of the forces serving the cause of peace with freedom. We can take some encouragement from this as we face the year ahead.

During the year, there were developments of interest and importance to Canada in the conduct of its external relations. These are dealt with in this Report.

The military situation in Korea improved substantially. A year ago there was a serious threat from the advancing Chinese Communist and North Korean forces. This has been successfully repulsed by United Nations forces, mainly from the United States, though the operations have been arduous and costly. Canadian forces have played a courageous part in these United Nations actions which have repelled the armed attack against the Republic of Korea and denied to the aggressors the conquest of territory.

At the beginning of the year efforts were being made through the United Nations to bring about a cease-fire in Korea. These were not successful, but as the year ended the United Nations and North Korean and Chinese commanders in the field were still endeavouring to negotiate an armistice. Limited progress toward agreed terms has been made, and it is possible that an armistice can be reached on honourable and acceptable terms. Throughout, the United Nations has stood by its fundamental principles to resist unprovoked aggression and to take collective steps to restore peace and international security. Even if an armistice should be concluded, however, there would still remain the problem of negotiating a satisfactory political settlement in Korea. This would undoubtedly tax our patience and diplomatic resources during 1952.

The action taken by a number of the members of the United Nations in contributing military forces to resist the aggression in Korea has demonstrated the reality of the principle of collective security enunciated in the Charter, as well as the practical limitations to its effective application in any particular situation. As a result of the Korean experience, the United Nations was concerned in 1951 with the examination of the methods that might be followed and the measures that might be taken in the event of another similar aggression. This important activity, centred in the Collective Measures Committee, of which Canada is a member, must be continued in the interest of the long-term utility of the United Nations in preserving the peace and preventing or thwarting aggression.

The General Assembly of the United Nations, which met at various times during the year, exists primarily to further the cause of peace and security, to promote the general welfare and to resolve international problems and differences. It is a meeting-place where we hope to relieve the tension between the free world and the Soviet bloc and to reach satisfactory political settlements of differences by conciliation and peaceful negotiation. In terms of these basic purposes and functions, it cannot be said that the Assembly has any substantial accomplishments to its credit for 1951. There have been a number of useful resolutions carried by the



free countries over the persistent opposition of the Soviet group at Assembly meetings, some with impressive majority votes. There have been successful propaganda initiatives and skilful debating tactics, often important enough in themselves, have been employed; but the peoples of the world rightly expect more than this from their international organization.

There has been one advance, however, which may possibly turn out to be important. The Soviet Union and the Western powers have agreed to merge the old commissions on conventional weapons and on the control of atomic energy and to consider together these two aspects of the general problem of the regulation, limitation and reduction of armed forces and armament. Unfortunately there has not yet been any real meeting of minds between the Soviet countries and the free nations on the principles that the new disarmament commission should follow in its work; it is not possible, therefore, to predict any early achievements for this body. Its assignment concerns, however, the main aims and purposes of the United Nations and it must be fully supported in its efforts.

Canada's relations with Commonwealth countries have continued on a friendly, intimate and helpful basis. We prize our new association with India and Pakistan and Ceylon, free nations of the Commonwealth; moreover, they form a valuable bridge between us and the other countries of free Asia. Canada's participation in the Colombo Plan for technical co-operation with the countries of South and Southeast Asia and for their economic development has given practical content to our friendship with the Commonwealth nations of the East.

The greater interest that Canada has shown in recent years in the affairs of the Pacific and the Far East has been maintained. The signing of the Japanese Peace Treaty last September was a highlight of the year and marked the successful conclusion of a long period of diplomatic preparation to bring Japan back into the community of nations on a basis of full sovereignty and equality. There are still, however, very important Far Eastern political questions, particularly in regard to China, calling for settlement at the proper time. Without this settlement there is not likely to be stability in that area.

The year 1951 saw many manifestations of an intensive nationalism throughout the countries of the Middle East and North Africa. This has led to a grave turn of events in Iran, Egypt and elsewhere. For the first time in its history, Canada, though not immediately affected, has had to turn its attention seriously to this region. These events have emphasized anew how interdependent are the civilizations of the Western and Islamic regions of the world today.

Canada's relations with the United States have remained close and co-operative and have become even more important, not only because of numerous common issues, such as the St. Lawrence Seaway project and the many aspects of the joint defence of North America, but also because of the ever-growing role of the United States as the leader of the free world. These relations are conducted on both sides with a frankness and friendliness which testify to the good feelings between our two peoples.

Our customary interest in European affairs has been intensified by the accelerated activity of the various movements for greater Western European integration and unity, notably the Schuman Plan for a coal and steel pool and the project for a European Defence Community. This is intimately connected with the proposed contribution of the Federal Republic of

Germany to the defence of Western Europe and with the military planning of the North Atlantic Treaty Organization. We have followed these developments closely and sympathetically.

The alliance under the North Atlantic Treaty has grown in strength and solidarity in 1951 and is at present the principal instrument for the defence of the free world. A Supreme Allied Command has been created and organized by NATO in Western Europe, and to this a Canadian Infantry Brigade has been assigned. The defensive strength of the free West is being built up as a result of the efforts of NATO; and this growing preparedness is improving the confidence of free peoples and is giving them a sense of security. Nevertheless, the North Atlantic Alliance is still faced with serious problems and much remains to be done. Important and difficult decisions will have to be made soon by the Organization, particularly in regard to the proposed German defence contribution and to the distribution of the economic and financial burdens of the joint defence programme. We must also press on with the development of non-military co-operation under the North Atlantic Pact. Success here, in fact, may be the test of the enduring character of our alliance.

The North Atlantic coalition is being built solely for defensive purposes and to serve as a deterrent to any potential aggressor. Its growing strength therefore marks an improvement in the international situation, even though there has been little easing of general world tension. All the North Atlantic countries, including Canada, must continue to increase their defence efforts in order to prevent war and to protect their liberty; at the same time we must persevere in the search for means to reduce international tensions and to settle political differences. The ramparts of freedom must be manned; but we must also be watchful always for signs that negotiation can usefully begin.

A handwritten signature in dark ink, reading "L B Pearson". The signature is fluid and cursive, with the first letters of each name being capitalized and prominent.

*Secretary of State for  
External Affairs.*

OTTAWA, January 24, 1952.





## Contents

CHAPTER:	PAGE
I. United Nations and Specialized Agencies.....	1
II. North Atlantic Treaty Organization.....	5
III. Commonwealth Countries and the Republic of Ireland.....	10
IV. Europe and Middle East.....	12
V. The Americas.....	17
VI. Eastern Asia.....	22
VII. Defence Liaison.....	26
VIII. Economic Affairs.....	27
IX. Legal Affairs.....	32
X. Protocol.....	35
XI. Information, Press Office, and Historical Research and Reports.....	37
XII. Consular Affairs.....	42
XIII. Organization, Personnel, and Administration of the Depart- ment.....	44
XIV. Canadian Representation at International Conferences.....	47
APPENDIX:	
A. Posts Maintained Abroad by the Department.....	48
B. Diplomatic Missions in Canada.....	49
C. Intergovernmental International Organizations of which Canada is a Member.....	50
D. Treaties, Conventions and Other International Agreements Concluded by Canada During the Year.....	52
E. Publications of the Department.....	55

The Honourable L. B. PEARSON, M.P.,  
Secretary of State for External Affairs.

This Forty-Second Annual Report of the Department of External Affairs, which covers the calendar year 1951, is submitted for tabling in Parliament in accordance with the provision of the Department of External Affairs Act which requires a yearly account of the "proceedings, transactions and affairs of the Department".

On October 23, the House of Commons adopted unanimously a motion, submitted by the Prime Minister, approving "the continuation of Canada's participation in the efforts being made through the United Nations to establish international peace in Korea, and by the North Atlantic Treaty nations to deter aggression and promote stability and well-being in the North Atlantic area". It was felt appropriate, consequently, that this Report should open with two chapters summarizing respectively Canada's participation in the United Nations and in the North Atlantic Treaty Organization. The Report next proceeds to review the relations of Canada with its partners of the Commonwealth and with the various countries of Europe, America and the Far East, in the order named. This survey of geographical areas is followed by seven chapters giving an account of the economic, legal, consular, administrative and other affairs of the Department. The Report concludes with a summary of international conferences at which Canada has been represented. Annexed to the Report are five tables listing the countries with which Canada maintains direct diplomatic relations, the international organizations of which Canada is a member, the treaties concluded by Canada during the year and the various publications of the Department.

It gives me pleasure to express my appreciation of the diligence, skill and devotion with which the members of the Department, both at home and abroad, have carried out their duties, and also of the spirit of co-operation shown by other Government Departments which have interests in the varied aspects of Canada's relations with other countries.

A. D. P. HEENEY,  
*Under-Secretary of State  
for External Affairs.*

OTTAWA, January 24, 1952.

# REPORT OF THE DEPARTMENT OF EXTERNAL AFFAIRS, 1951

## I

### The United Nations and the Specialized Agencies

#### 1. The United Nations<sup>1</sup>

The Fifth Session of the General Assembly of the United Nations which opened in New York on September 19, 1950 continued in being through most of 1951, but actually met during that year only from January 12 to February 1, again very briefly in March and May, and, for the formal termination of the Session, on November 5. The Sixth Session opened in Paris on November 6, and was still sitting at the close of the year. Canadian representatives attended all meetings. Canada remains a member of the Economic and Social Council, and Canadians sit on five Commissions of this Council. Canada is a member of all the United Nations Specialized Agencies, and of several United Nations bodies dealing with security matters. Canadian observers are at present in Kashmir and Canadian units are serving with United Nations Forces in Korea. Canada's contribution to the United Nations for the year was \$1,468,240; to the Specialized Agencies, \$1,034,312; to the United Nations expanded programme of technical assistance, \$850,000, and to the three United Nations relief agencies (Korean Reconstruction Agency, Relief and Works Agency for Palestine Refugees, International Children's Emergency Fund), \$9,250,000—a total of \$12,602,552.

#### Political and Security Activities

Canada was not a member of the Security Council in 1951 but the Permanent Canadian Delegation to the United Nations in New York followed closely the Council's activities. The two most important issues before the Council were the continuing dispute between India and Pakistan over Kashmir and the dispute between the United Kingdom and Iran over oil properties. In the General Assembly, Korea was the centre of discussion during the January 1951 meetings of the Fifth Session.<sup>2</sup> Other political subjects discussed during the Sixth Session in 1951 included: the proposal for a United Nations commission to supervise elections in Germany; Yugoslavia's charges that the Soviet Union and its satellites were acting in a "hostile" manner towards that country; the question of continued United Nations observation of the northern borders of Greece; the treatment of persons of Indian origin in the Union of South Africa; the status

---

<sup>1</sup> From 1947 to 1951, the Department has issued an annual volume, *Canada and the United Nations*, covering United Nations activities during the past calendar year, and including an account of the annual session of the General Assembly. As the current (Sixth) Session of the General Assembly overlaps two calendar years, the next issue of *Canada and the United Nations* will appear in September 1952 and will cover the eighteen months' period from January 1, 1951, to June 30, 1952. The Department's publication *External Affairs*, issued monthly, contains consecutive reports of United Nations activities.

<sup>2</sup> For Korea, see Chapter VI.



of the territory of South-West Africa, and the independence of Libya. The most important of these questions are discussed in the appropriate chapters of this Report. Another political subject which came before the Sixth Session was the charge by the Soviet Union that the United States was engaged in "aggressive action" through the operations of the Mutual Security Act of 1951. After discussion, the Political Committee of the Assembly rejected the Soviet charges by a vote of 39 (including Canada) to 5, with 11 abstentions. During this debate the Canadian Representative said that Canada had good reason to know from long experience that the intentions of the United States were not aggressive.

In the security field an important development during 1951 was the work of the Collective Measures Committee. This body, consisting of fourteen states, including Canada, had been established by the "Uniting for Peace" resolution of November 3, 1950, in order to examine and to report back to the Assembly and to the Security Council on methods which might be used to strengthen the collective security machinery of the United Nations. After many meetings, the Collective Measures Committee submitted a detailed report to the Assembly on the political, economic and military measures which might be employed by the United Nations in the event of future aggression. This report also emphasized the complexity of planning collective security action, particularly in military and economic fields. It is probable that the Assembly will ask this Committee to continue its studies for another year.

Before adjournment in December, the most important debate of the Sixth Session was concerned with disarmament. A proposal sponsored by the Governments of France, the United Kingdom and the United States recommended the replacement of the existing Atomic Energy Commission and the Commission for Conventional Armaments by a single disarmament commission, under the Security Council, with the same membership as the former Atomic Energy Commission (the members of the Security Council and Canada). The new commission would be charged with the task of preparing a treaty for the regulation, limitation and balanced reduction of all armed forces and all armaments in accordance with certain general principles. Despite a Soviet counter-proposal recommending the immediate and unconditional prohibition of atomic weapons, the tripartite proposal, with some amendments, was adopted on December 19 by the Political Committee. The vote was 44 in favour (including Canada), 5 against (the Soviet bloc), with 10 abstentions.

### **Economic and Social Activities**

Canada, as a member of the Economic and Social Council, was represented at its twelfth session, held in Santiago, Chile, from February 20 to March 21, and its thirteenth session, held in Geneva from July 30 to September 21 and continued in Paris from December 18 to December 22. The General Assembly, at its Sixth Session, reviewed the 1951 activities of the Council. In the economic field, the United Nations was mainly concerned with the impact of rearmament programmes on world economy and with measures designed to advance the economic welfare of under-developed areas. Special consideration was given to the possibility of establishing an international development authority, which would distribute grants-in-aid and make loans to under-developed countries. Provision was made for the continuance in 1952 of the technical assistance programmes of the United Nations and of the Specialized Agencies. In social questions, particular

attention was given to human rights, to freedom of information and to forced labour. The Council made a number of decisions designed to simplify its structure and to co-ordinate its work more effectively with that of the Specialized Agencies.

Canada continued its financial aid to United Nations relief and technical assistance programmes which fall outside the regular United Nations budget. It contributed \$500,000 (in cash and kind) to the International Children's Emergency Fund, \$1,500,000 to the Relief and Works Agency for Palestine Refugees, and \$7,250,000 to the Korean Reconstruction Agency. In 1950, Canada had made available \$850,000 for the United Nations expanded programme of technical assistance, to cover an eighteen month period ending December 31, 1951. By that date, Canada had trained, or was training, fifty-three fellows from various countries and twenty-four Canadian experts were serving abroad. Outside the United Nations, the Canadian Government authorized grants for 1951 of \$400,000 for the Commonwealth-sponsored Colombo Programme for Technical Co-operation in South and Southeast Asia, under which sixty scholarships and fellowships have been extended to countries in that area and three technical missions have been received in Canada. Within Canada, responsibility for technical co-operation has now been centralized in the new International Economic and Technical Co-operation Division of the Department of Trade and Commerce.

## 2. The Specialized Agencies<sup>3</sup>

A new specialized agency, the World Meteorological Organization, was established in 1951 to take the place of the pre-war International Meteorological Organization. Decisions were taken to terminate the activities of the International Refugee Organization early in 1952, as it had largely fulfilled the purpose for which it was constituted in 1947.

The 1951 achievements of the Specialized Agencies were many and varied, although for the most part unspectacular. The International Labour Conference adopted two conventions, one on equal pay for men and women workers for work of equal value and one on minimum wage-fixing machinery in agriculture. It also adopted recommendations on collective bargaining and voluntary conciliation machinery to assist in the prevention and settlement of industrial disputes. The International Refugee Organization resettled its one millionth refugee in October.

The World Health Organization unanimously adopted new international sanitary regulations which consolidate and replace numerous existing conventions designed to prevent the spread of infectious diseases by sea or air traffic. The Fourth World Health Assembly adopted for 1952 the first integrated international health programme. This programme will be financed in part by the annual contributions of members and in part by special allocations from the United Nations technical assistance programme and from the International Children's Emergency Fund. The Food and Agriculture Organization, which moved its headquarters from Washington to Rome, reviewed the world food situation and mapped a programme for the next two years to assist governments in increasing the output of farm, forest and fisheries products and in improving techniques of distribution.

---

<sup>3</sup> See also Chapter VIII for the International Civil Aviation Organization and the International Telecommunications Union and Chapter XI for the United Nations Educational, Scientific and Cultural Organization.

**Refugee and Migration Activities**

The General Assembly of the United Nations is, at the time of writing, considering whether to authorize the High Commissioner for Refugees to solicit funds to provide, principally, for the basic needs of certain refugee groups formerly assisted by the International Refugee Organization. The main task of the High Commissioner is to assume responsibility for the legal protection of refugees; thus, he will be responsible for supervising, after ratification, the enforcement of the Convention Relating to the Status of Refugees which was adopted by a diplomatic conference in Geneva in July.

The Canadian Government participated during 1951 in several inter-governmental discussions in which emphasis was placed on the movement of migrants, including refugees, from Western Europe. At Brussels, in December, there was set up the Provisional Intergovernmental Committee for the Movement of Migrants from Europe. Its 1952 objective is the movement of 115,000 persons to Australia, Brazil, Canada, the United States and elsewhere.



## II

### **The North Atlantic Treaty Organization**

The year 1951 witnessed important developments in the growth of the North Atlantic Treaty Organization. Progress was made in the immediate task of strengthening the defences of the Western world; measures were taken to extend the area to which the North Atlantic Treaty would apply; special study was made of the impact of defence costs on the economies of member nations; production and supply problems were under continuous study by the appropriate agency of the Organization; special study was given to the means of advancing the non-military objectives of the Treaty; and important structural changes were made in the Organization.

Two meetings of the North Atlantic Council were held during the year, one in Ottawa in September, and one in Rome in November. In addition, there were numerous meetings of subsidiary bodies: the Standing Group (consisting of representatives of the Chiefs of Staff of the United States, the United Kingdom and France) and the Military Representatives Committee (on which all Members are represented) were in continuous session in Washington, the Council Deputies and the Defence Production Board in London, and the Finance and Economic Board in Paris.

#### **1. Military Developments**

In military affairs, the year 1950 had been given over primarily to plans; in 1951, the first important steps were taken towards their fulfilment. General Eisenhower, appointed Supreme Commander of the North Atlantic Treaty forces in Europe following the Brussels meeting in December 1950, assumed office early in the year and began organizing his Command. With the assignment of forces to his command by various Treaty members, an integrated North Atlantic Treaty force for Western Europe came into being. Before the end of 1951, a Canadian Brigade Group was sent to Germany to join this force. In addition, a Canadian fighter squadron, the first of eleven to be allocated by Canada to General Eisenhower's command, was sent to the United Kingdom preliminary to movement to France as soon as air-drome facilities should become available.

One important problem relating to the integrated force, a problem only partially solved, was that of infrastructure—the fixed military facilities to be used in common by the integrated force. The basic difficulty was the manner in which these facilities were to be financed. Tentative arrangements, however, were made at the Ottawa meeting of the Council for financing the installations required by 1952.

#### **2. The Temporary Council Committee**

During the year, defence expenditures of virtually all North Atlantic Treaty nations were substantially increased. It was evident, however, that greater efforts were needed to meet the requirements for defence as established by the military authorities and approved in principle by the North Atlantic Council. It was becoming apparent that these increased expenditures might have serious adverse effects upon the economies of European

members. During the year, the Finance and Economic Board had under way extensive studies on the relative defence burdens of the Treaty nations and, at the Ottawa meeting of the Council, a temporary Council Committee was set up to examine the means of reconciling military requirements with the economic and political capacities of member nations. The Minister of Finance was Canada's representative on this Committee. The Committee, under the chairmanship of Mr. Averill Harriman, the United States member, undertook an examination of the defence programme of each member country. It was expected that, after discussing its conclusions with representatives of each member nation, the Committee would report early in 1952.

### 3. Germany and Western Defence

It had been agreed, at the Council meeting in Brussels in December 1950, that, for the effective defence of Western Europe, participation of Western Germany was essential. The basic problem has been, however, to work out an arrangement which will avoid the danger of a revival of German militarism and which, at the same time, will permit effective participation by the German people on a self-respecting basis. A solution proposed by France was the establishment of a European army in which German forces would be integrated with those of other European members. On the initiative of France a conference was called in Paris early in the year to examine the problem of setting up a European army. France, Italy, Belgium, Western Germany and Luxembourg were represented as full members; Canada, along with the United Kingdom, the United States, the Netherlands, Norway, Denmark and Portugal were represented by observers.

Substantial progress has been made in working out appropriate military arrangements between the Governments concerned, including that of Western Germany; but several problems still remained unsolved by the end of 1951 including the methods of financing a European army and arrangements for political control of such an army. Parallel with these negotiations, discussions have been held between the three Occupying Powers and the German Republic on the modification of the present status of Western Germany in accordance with its prospective position as a partner nation in Western defence. By the year's end, substantial progress had been made in these discussions.

### 4. Greece, Turkey and the Middle East

It became increasingly clear during the year that defence of the Eastern Mediterranean and the Middle East was essential to the security of the North Atlantic Treaty nations. It was accordingly decided at the Ottawa meeting of the Council to recommend to member Governments that Greece and Turkey be invited to accede to the Treaty. Amendment of the Treaty was, however, required before invitations could be issued, and it was found impossible to complete formal arrangements before the end of the year. Greece and Turkey were represented by observers at the Rome meeting of the Council.

The Council, at its Ottawa meeting, also recognized that adequate defence of the Middle East required defence arrangements extending beyond the boundaries of Greece and Turkey. The proposal of the Standing Group that command arrangements in which Middle East countries would participate should be established was accordingly approved in principle. However, the categorical rejection by Egypt of an invitation to participate in



these arrangements and its repudiation of the treaty with the United Kingdom regarding the Suez Canal have so far prevented completion of arrangements for a Middle East Command.

### 5. Military Production

A major problem of the North Atlantic Treaty Organization has been the provision of modern military equipment in sufficient quantity. Potential capacity of the North Atlantic Treaty area as a whole is adequate in the long run to meet the need, but many immediate difficulties have arisen. Problems of foreign exchange retarded the rationalization of defence production throughout the North Atlantic area as a whole. Further, European recovery programmes after the war had concentrated on civilian production and, in consequence, the production of armaments has meant either a shift of civilian industry to defence production or the establishment of new industry. Production for defence purposes would, in some measure, result in reduction in civilian supplies which were generally far from adequate. In addition, rising prices of basic raw materials, many of which had to be imported from dollar countries, aggravated the exchange problems of European nations. Even under the best of circumstances, time was required for retooling to produce the complex weapons required in modern warfare.

From the outset, the Organization established under the Treaty has included a special body concerned with defence production. Renamed the Defence Production Board, this body in 1951 met in London. Mr. H. R. MacMillan of Vancouver is the Canadian member. The Board has been primarily concerned with estimating the equipment needs of member nations, with investigating their productive capacities, and with suggesting programmes of military production (particularly for European members). It has not, however, had any authority to initiate production or to allocate orders or supplies; its functions have been purely investigatory and advisory. In the main, production has, therefore, remained a matter of national policy for the various members, with the result that there has been less integration of production and less use of the productive capacity of European members than had been hoped.

### 6. Mutual Aid

From the beginning of the North Atlantic Treaty Organization, the United States has recognized the difficulties of European members and has made substantial provision for financing military production on their behalf. In the September session of Parliament in 1950, Canada also undertook to assist European rearmament by an appropriation of \$300 million. Under this appropriation, armament and ancillary equipment for three divisions was made available by Canada from mobilization stores. On the recommendation of the Standing Group, equipment for one division each was sent to the Netherlands, Belgium and Italy. This appropriation also provided for the training in Canada of air crew and army officers of other North Atlantic Treaty countries. It is expected that additional equipment will be made available to European members during 1952 and that expansion in training facilities for NATO countries will be possible. In addition, arrangements have been made to provide equipment for European members from new production.



## 7. Non-Military Aspects

Canada has always regarded the North Atlantic Treaty as more than a military alliance. Article 2 of the Treaty reads:

The Parties will contribute toward the further development of peaceful and friendly international relations by strengthening their free institutions, by bringing about a better understanding of the principles upon which these institutions are founded, and by promoting conditions of stability and well-being. They will seek to eliminate conflict in their international economic policies and will encourage economic collaboration between any or all of them.

In view of the dangerously weak position of the Western world, problems of defence have necessarily had priority in the Organization. At the Ottawa meeting of the Council, however, attention was directed for the first time to non-military aspects of the Treaty, and a special committee of five members—Belgium, Canada, Italy, the Netherlands and Norway—was established to examine and report on these questions. Canada welcomed this move. This committee made an interim report at the Rome meeting recommending closer consultation between member Governments on matters of common concern, particularly in matters of foreign policy. The committee was directed by the Council to continue its work and to proceed with its study of proposals relating to economic, social and cultural matters, and to the co-ordination of the activities of the Organization's civil agencies with those of other organizations.

## 8. Changes in the Organization

The structure of the Treaty Organization has undergone considerable change since it was established in 1949. An important modification in 1950 was the establishment of the Council Deputies to provide supervision and direction of the Organization when the Council itself was not in session. Mr. Dana Wilgress, High Commissioner in the United Kingdom, represents Canada on the Council Deputies. In the view of the Canadian Government, the Organization still was unduly cumbersome. Originally, the Treaty Organization provided for three ministerial committees, the Council consisting of foreign ministers, the Defence Committee consisting of defence ministers, and the Defence, Finance and Economic Committee consisting of finance ministers. Canada proposed that the three committees be amalgamated into one, the Council, which would then in effect be a council of governments on which governments might be represented by whatever ministers they chose. This proposal was adopted and went into effect with the Ottawa meeting of the Council. Canada was represented at both the Ottawa and Rome meetings by the Secretary of State for External Affairs, the Minister of National Defence and the Minister of Finance. Other governments were similarly represented. Experience at both the Ottawa and Rome meetings indicated that the change in the composition of the Council was an improvement.

Changes were also made in the military side of the Organization. Hitherto, the Standing Group has operated somewhat independently of the Military Committee on which all members are represented by their Chiefs of Staff. Canada proposed that the Standing Group should operate as an executive group of the Military Committee. Canada also proposed that, in the interval between meetings of the Military Committee, a Military Representatives Committee (consisting of military representatives of national Chiefs of Staff) should have authority to act on behalf of their principals. These recommendations in general were adopted at the Rome meeting.

In accordance with an understanding reached when the Treaty Organization was established, the chairmanships of the Council and of the Military Committee rotate annually among member countries in alphabetical order. Accordingly, at the close of the Ottawa meeting, Mr. Pearson succeeded Mr. Van Zeeland of Belgium as Chairman of the Council and Lieutenant-General Foulkes, Chairman of the Canadian Chiefs of Staff Committee, succeeded General Baelé of Belgium as Chairman of the Military Committee at the close of the Rome meeting.

### III

## Commonwealth Countries and the Republic of Ireland

Commonwealth governments continued during 1951 to exchange views and information and to keep one another aware of proposed policies and lines of action which might affect their association. These exchanges were supplemented by conferences of Commonwealth ministers and of other representatives. The most important of these conferences were those of the Prime Ministers, held in London in January, of the Consultative Committee on Economic Development in South and Southeast Asia, held in Colombo in February, and of ministers concerned with supply questions, held in London in September. A meeting of finance ministers was arranged to take place in London in January 1952. Conferences on technical problems included one of survey officers in July, one of auditors-general in October and another of statisticians in November.

### 1. Prime Ministers' Meeting

The meeting of Prime Ministers was concerned chiefly with developments in Europe and Asia. There was agreement on the desirability of speedy settlements with Germany and Japan, of cessation of the war in Korea, and of a frank exchange of views, if feasible, with Stalin or Mao Tse-tung; but it was considered that, so long as the fear of aggression existed, the Commonwealth countries would find it necessary to strengthen their defences. Emphasis was placed on continued support of the United Nations and of the Colombo Plan. Advantage was taken of the presence of the Prime Ministers in London to talk over informally the Kashmir dispute and to attempt a solution on which the Governments of India and Pakistan could agree.

### 2. Meeting of Supply Ministers

The shortage of raw materials also gave concern to the Prime Ministers who agreed that there was need for closer and more regular consultation among Commonwealth countries on all questions of supply and production. One outcome of this agreement was the meeting in London on September 24 of ministers concerned with supply questions, at which arrangements were made for a fuller exchange of information and for facilitating deliveries of United Kingdom goods to other Commonwealth countries.

### 3. The Colombo Plan

The Consultative Committee on Economic Development in South and Southeast Asia, established in 1950 as a Commonwealth organization, was expanded to include countries which do not belong to the Commonwealth. At its February meeting in Colombo, the members represented were Australia, Cambodia, Canada, Ceylon, India, New Zealand, Pakistan, the United Kingdom, the United States, and Viet Nam; Laos, also a member, was not represented. Observers were present from Burma, Indonesia, the Philippines, and Thailand. The Canadian representative informed the meeting that his Government would ask Parliament to appropriate \$25,000,000 as Canada's contribution to the first year of the plan. This



money was voted by Parliament and is being used to assist India and Pakistan. In Pakistan, assistance amounting in all to some \$10,000,000 will be given to a settlement scheme and to a number of other projects; of the \$15,000,000 set aside for assistance to India, \$10,000,000 will be used to provide wheat. In addition to this economic aid, technical co-operation under the Colombo Plan is proceeding.<sup>1</sup>

#### **4. Defence Discussions and Arrangements**

Commonwealth countries conducted various regional defence discussions and made arrangements both among themselves and with interested foreign countries. Canada and the United Kingdom continued their active participation in the development of the North Atlantic Treaty Organization. In June, a conference was held in London by the Defence Ministers of the United Kingdom, Australia, New Zealand, South Africa and Southern Rhodesia to consider defence problems arising in regions of common concern, particularly in the Middle East. Canadian observers were present. In August, an African Defence Facilities Conference took place at Nairobi, convened by the Governments of the United Kingdom and South Africa and attended also by representatives of Belgium, France, Italy, Portugal and Southern Rhodesia, and by United States observers. A security treaty with the United States was signed by Australia and New Zealand at San Francisco on September 1.

#### **5. Disputes Within the Commonwealth**

The disputes between India and Pakistan over Kashmir and between India, Pakistan and the Union of South Africa over the treatment of persons of Indian origin in South Africa are still before the United Nations. The Canadian Government has felt grave concern at discords of this nature within the Commonwealth and has examined with great care proposals to settle them.

#### **6. Constitutional Developments in United Kingdom Dependencies**

The Department has continued to follow with interest the progress of constitutional developments in the dependencies of the United Kingdom, including recent discussions on closer association of central African territories.

#### **7. Commonwealth Visitors**

Visitors from Commonwealth countries included the Prime Minister of New Zealand, the Rt. Hon. S. G. Holland; the New Zealand Minister of Defence, the Hon. T. L. Macdonald; the Australian Minister for External Affairs, the Rt. Hon. R. G. Casey and the Secretary of the Pakistan Ministry of Foreign Affairs and Commonwealth Relations, Mr. M. Ikramullah.

#### **8. Relations with the Republic of Ireland**

In April, the Republic of Ireland granted to Canadian citizens in that country similar rights and privileges to those granted, under the Canadian Citizenship Act, to citizens in Canada of the Republic of Ireland.

In July, an air agreement, concluded by exchange of notes, gave Canada Fifth Freedom rights at Shannon Airport and confirmed Irish operating rights at Gander and Montreal.

---

<sup>1</sup> See Chapter I.

## IV

### Europe and the Middle East

#### 1. Western Europe<sup>1</sup>

Canada's relations with Western Europe during 1951 have been dominated by a determination to establish the conditions of common security, a determination symbolized by the meeting of the North Atlantic Council in Ottawa in September. Canada has, however, consistently regarded the North Atlantic Treaty Organization not merely as a defensive alliance but as a framework within which a closer Atlantic community might be developed. Canadian support for the inclusion of Article 2 in the North Atlantic Treaty providing for economic co-operation between its members has been referred to earlier. At the Council meeting in Ottawa, a ministerial committee of five, including representatives of four European countries and of Canada, was appointed to consider the further strengthening of the North Atlantic community by consultation on foreign policy, on closer economic co-operation and on collaboration in cultural and information matters.

Canada has also followed with sympathetic interest the efforts of the nations of Western Europe to develop among themselves a more fully integrated community. An important step in this direction was the signature on April 18 of a treaty for the establishment of a "European Community for Coal and Steel" by the Foreign Ministers of Belgium, France, the Federal Republic of Germany, Italy, Luxembourg and the Netherlands. Designed to place the production of coal and steel in these six countries under a supra-national authority and to create a single market for the whole area, the Schuman Plan, as it is called, is of great economic and social importance for Western Europe. The political implications of this initiative are no less far-reaching. In first making his proposal, Mr. Schuman referred to the necessity of healing "the age-old enmity between France and Germany". Chancellor Adenauer revealed how this hope was being realized when he said, last April, that the coal and steel community would make war between these two countries "materially impossible". By the end of the year, the French National Assembly and the Second Chamber of the Netherlands Parliament had voted by large majorities in favour of ratification of the treaty.

Of equal importance with the Schuman Plan have been the efforts of Western European countries to form a European defence community by pooling their armed forces in a European army. This question is more fully developed in Chapter II.

The Consultative Assembly of the Council of Europe, in the course of its third session in 1951, was also a forum for plans designed to hasten European integration. Among the Assembly's proposals to promote political federation was a resolution to amend the constitution of the Council

---

<sup>1</sup> See also Chapter II on the North Atlantic Treaty Organization and Chapter VIII on the Organization for European Economic Co-operation, the Agreement with Italy on Canadian War Claims, the Agreements for the Avoidance of Double Taxation and for Civil Aviation.

of Europe, with the object of establishing a more direct relationship between the Council and such supra-national projects as the Schuman Plan. The Assembly also recommended the appointment of Ministers of European Affairs by member Governments, and proposed that these Ministers become a semi-permanent consultative body for the co-ordination of European policy. The Consultative Assembly also considered proposals to hasten the functional or organic integration of the Western European community. These included proposals for the creation of European authorities to regulate agricultural production and transportation; recommendations to create a low tariff area in Western Europe, and a variety of suggestions and resolutions designed to co-ordinate national policies concerning full employment, refugees, the purchase of raw materials, civil aviation, manpower and social security, customs, exchange control, monetary systems, postal regulations and telecommunications. Under the Council's Statute, resolutions of the Consultative Assembly are subject to the concurrence of the Committee of Ministers; even when this approval is obtained, the Council can make only "recommendations" to participating governments. At the end of the year, the Committee of Ministers had not yet been able to consider a number of the Consultative Assembly's more important resolutions.

In response to invitations from Strasbourg, two Canadian parliamentarians, Senator J. R. Hurtubise and Major-General G. R. Pearkes, V.C., M.P., attended the second part of the 1951 session of the Consultative Assembly as observers. As in previous years, Canada also was represented by an official observer, Mr. T. C. Davis, Canadian Ambassador to Germany.

The signing in September of the Peace Treaty with Japan brought into sharp focus certain treaty restrictions to which Italy was still subject. At the North Atlantic Council meeting in Ottawa a statement was issued that all obstacles which hinder the close co-operation on an equal footing of members of the North Atlantic community should be removed. On September 26, the United Kingdom, the United States and France issued a declaration in which each expressed its readiness, without prejudice to the rights of others, to give favourable consideration to a request from the Government of Italy to remove certain discriminations contained in the Italian Peace Treaty. In reply to such a request, the Canadian Government agreed on December 26 that certain political clauses of the Treaty had become superfluous and released Italy from its obligations to Canada under the military clauses.

The ties of friendship between Canada and nations in Europe were illustrated by numerous visits of goodwill and by other ceremonies. In January, the Prime Minister paid a visit to M. Vincent Auriol, President of the French Republic. In April, the Government and people of Canada welcomed M. Auriol, accompanied by M. Robert Schuman, French Foreign Minister. This was the first occasion on which a French President had set foot on Canadian soil. Canada welcomed also the visits of Prime Minister René Pleven of France in February and of Premier Alcide de Gasperi of Italy in September. H.M.C.S. *Magnificent* and *Micmac* paid a goodwill visit to Naples in late September and October.

## 2. Germany

The problems attendant on the uncertain position of Germany in Europe have been under constant study in the Department, by the Canadian Embassy in Bonn and by the Canadian Military Mission in Berlin. Special attention has been paid to the questions of a German



contribution to European defence and of the unification of Germany. Canada's relations with Germany have supported the policy of the West to bring Germany back into the family of free nations.<sup>2</sup>

With the promulgation of the first instrument of revision of the Occupation Statute in March, the Federal Government was authorized to establish a Ministry of Foreign Affairs, and shortly thereafter the Federal Chancellor, Dr. Adenauer, became the first post-war Federal Minister for Foreign Affairs. In May, West Germany became a full member of the Council of Europe and Dr. Adenauer took his place in the Committee of Ministers. During the next few months, the Federal Government eliminated from German legislation all references to the state of war, thus opening the way for other countries to terminate the state of war between themselves and Germany. Canada took this step on July 10 and Mr. T. C. Davis presented his Letter of Credence as Canadian Ambassador to the Federal Republic of Germany on August 8. Dr. Werner Dankwort, who was granted recognition as German Consul General in Ottawa in September 1950, became the Ambassador to Canada of the Federal Republic on November 8, 1951.

In September, the Foreign Ministers of the United Kingdom, the United States and France held talks in Washington on Germany, and announced that they had agreed to the negotiation of mutually acceptable arrangements with the Federal Republic which would radically alter existing relations. The guiding principle was to be the integration of West Germany, on a basis of equality, within a European community which, in turn, was to be included in a developing Atlantic community. The proposed integration would, the Ministers declared, "be inconsistent with the retention in future of an occupation status or of the power to interfere in the Federal Republic's domestic affairs". However, the existing division of Germany and the consequent security problem confronting the Federal Republic would make it necessary for the Allies to retain, in the common interest, certain special rights, including the stationing and protection of Allied troops in Germany, and to reserve the questions of Berlin, of the peace settlement and of the peaceful unification of Germany.

Referring to these developments in the House of Commons on October 22, the Secretary of State for External Affairs said:

In the absence of a peace settlement, I think it will be agreed that this nation (Germany), whose continued democratic and peaceful development is so important to all of us and to the future of Europe, should not remain indefinitely in its present position. It is in all our best interests that Germany should be encouraged to assume increasing responsibility for the guidance of its own destinies, on the basis of equality within but not domination of the European community. We therefore welcome the progress that has been made toward the closer association of Western Germany with the free world, both at the political level and in terms of German participation in European defence. We also share a desire that a satisfactory conclusion of arrangements for a new contractual relationship replacing the present Occupation Statute should be achieved in the near future in such a manner as to secure the wholehearted co-operation of the German people.

The Minister added that no encouragement should be given to any tendencies in Germany to use the present position between East and West to demand unconditional guarantees of security.

The question of German contribution to the defence of the West has become closely linked with the problem of the unification of Germany. An attempt to discuss problems relating to the re-establishment of German

<sup>2</sup> On the stationing of Canadian troops in Germany see Chapter II.

unity was made at the abortive Four-Power Conference at Paris which began in March and broke up in June. Immediately after the tripartite declaration of September 15 at Washington, the East German Government proposed to the Federal Government of Germany that discussions take place between representatives of East and West Germany concerning free and secret elections for an all-German Parliament. On September 27, the Federal Chancellor replied, laying down fourteen principles of election procedure. Dr. Adenauer also sent a note to the Allied High Commissioner proposing an international commission, under control of the United Nations, to investigate whether the necessary conditions existed in East and West Germany and in Berlin to warrant the holding of free elections. At the instance of the Occupying Powers, this question was submitted for discussion by the General Assembly of the United Nations. Canada supported the majority decision, against Soviet opposition, to include the item on the Assembly's agenda. The original tripartite resolution as amended by various countries, including Canada, was adopted by the General Assembly on December 20.

### 3. Eastern Europe

Relations with the Soviet Union and the Soviet satellites in Eastern Europe showed little sign of improvement in 1951. The Government had few negotiations with the Soviet Government or with the Governments of Poland and Czechoslovakia, the two satellite countries in which Canada maintains Missions.

On the other hand, Canada's relations with Yugoslavia reflected the increasingly co-operative spirit which has characterized the relationship between Yugoslavia and the Western democracies since Marshal Tito's break with the Cominform. The economic crisis in Yugoslavia, resulting in part from this break, but more particularly from the drought of 1950, has accentuated the need for such co-operation. While Canada has not been able to contribute substantially to the alleviation of Yugoslavia's difficulties, modest economic aid has been extended in direct and indirect form by the gift of approximately \$45,000 worth of codfish in June and by making available to the United Nations International Children's Emergency Fund a maximum of \$210,000 for the purchase of 800 tons of Labrador fish, of which 500 tons were sent to Yugoslavia. On July 2, the Yugoslav Legation in Ottawa and the Canadian Legation in Belgrade were raised to the status of Embassies.

### 4. The Middle East

In the Middle East and North African areas, powerful nationalist movements precipitated a series of crises. Canada has not been directly involved in these events, but they did, nonetheless, command the close attention of the Department and of the Canadian Embassies in Greece and Turkey. It was implicit in the decision to invite Greece and Turkey to accede to the North Atlantic Treaty—a decision to which Canada lent its support—that the integrity and stability of the Middle East are essential to the security of the North Atlantic area. As a signatory of the Treaty, Canada cannot avoid being affected, if only indirectly, by developments in this vital area.

Events during the year in Iran and Egypt have furnished abundant evidence of the strength of nationalist ambitions. The Anglo-Iranian oil dispute, which had been smouldering for some time, broke out in critical form on March 20 with the passage of an oil nationalization law by the Iranian Parliament. It has since led to an almost complete shutdown of the



important Iranian oil industry, the expulsion of all United Kingdom personnel connected with the industry, an inconclusive discussion in the United Nations Security Council and references to the International Court of Justice. The loss of oil revenues now threatens to destroy the basis of Iranian economy and has already produced internal conditions which have emboldened the Tudeh (Communist) Party to resume its activities in open defiance of the law.

In Egypt, an even more serious crisis has developed. On October 15, the Anglo-Egyptian Treaty of Friendship and Alliance of 1936 and the Anglo-Egyptian (Sudan) Condominium Agreement of 1899 were abrogated by the Egyptian Government, thus precipitating the tense situation which now exists in the Suez Canal Zone where the United Kingdom has decided to stand firm. The dispute has a long history stemming from Egyptian aspirations to unify the Nile Valley under the Egyptian Crown.

Having rejected United Kingdom offers to revise the Treaty of 1936, Egypt was offered a place of responsibility and partnership in a system of collective defence for the whole Middle East area in a proposal, jointly sponsored by the United States, the United Kingdom, France and Turkey, which was made known to the Egyptian Government immediately before it decided to abrogate the two agreements with the United Kingdom. The Canadian Government on October 19 voiced its regret that the Egyptian Government has seen fit to abrogate the 1936 Treaty, an action the more regrettable since alternative arrangements were under discussion with the Egyptian Government at the time. The Canadian Government considered it essential for the maintenance of peace that, pending the conclusion of satisfactory alternative arrangements, no action should be taken to alter by force the present responsibilities of the United Kingdom for the defence of the Suez Canal Zone.

The Canadian attitude to nationalist movements and to the Egyptian crisis was more fully explained by the Secretary of State for External Affairs in the course of his review of foreign affairs in the House of Commons on October 22. He referred to "the natural and justifiable wish of states which have experienced periods of foreign intervention to assert their right to be masters of their domestic affairs", but went on to say, with reference to the Anglo-Egyptian dispute, that it was "a matter of major importance to the security of the whole free world, and that includes us, and in the interest of the Middle Eastern States themselves, that the situation in the Mediterranean area be stabilized as quickly as possible, and that the principle of collective security and collective action be extended to embrace this vital area".



## V

### The Americas

#### 1. The United States<sup>1</sup>

The constant consultations between the Canadian and the United States authorities on the varied problems affecting the two countries took place against an international background darkened by dissension between the free world and the Soviet Union and by open hostilities in Korea. Consideration of measures to strengthen the free world against the threat of communist aggression underlay many of the problems with which the Department, through the Embassy in Washington, had to deal throughout the year.

#### Military Co-operation: The Korean War<sup>2</sup>

There was frequent consultation between the Embassy and the State Department on the conduct and course of the fighting and of the truce talks in Korea. The Embassy was represented at all meetings held by the State Department, two or three times a week, with representatives of the countries which have forces serving under the United Nations in Korea. In addition, there were numerous consultations with the State Department on many issues, both political and military, affecting the conduct of the war.

#### Defence Production

As a result of the Korean war, defence preparations in both Canada and the United States were accelerated and new agencies were established in Ottawa and Washington. In these circumstances, the Joint Industrial Mobilization Committee appeared to be outmoded and its activities were suspended early in 1951. Later in the year, however, it became apparent that formal channels might usefully be created in order to ensure the most rapid exchange of information between agencies in Canada and the United States, and the Joint Industrial Mobilization Committee was reconstituted with one of the Canadian members residing in Washington.

#### Defence Against Air Attacks

As part of the general preparations for the defence of North America against air attack, the armed forces of Canada are working in close co-operation with those of the United States. A web of stations, equipped with the latest and most powerful radar apparatus, is being built. The stations will be connected by a network of communications and will be backed by squadrons of fighter aircraft. The United States and Canadian portions of the radar system will be linked together to form a single organization.

An agreement between Canada and the United States providing for the co-ordination of planning and arrangements for civil defence was effected by an exchange of notes in Washington on March 27. The agreement

<sup>1</sup> See also Chapter VIII, Sections 4 (Telecommunications), 5 (Double Taxation), 7 (Civil Aviation).

<sup>2</sup> See also Chapter VI.

provides for close integration of the civil defence organizations of the two countries, including the exchange of information, training facilities and personnel, and for the co-ordination of civil defence arrangements between municipalities along the border.

### **Newfoundland Leased Bases**

By the terms of the Leased Bases Agreement of March 1941, the United States Government leased from the United Kingdom Government, for ninety-nine years, land for naval and air bases in several colonies and territories including Newfoundland. The Agreement gave the United States the right to establish and operate four bases in Newfoundland and extended to the United States forces stationed there extraterritorial rights relating to such things as the jurisdiction of courts, customs dues and excise taxes, income tax and military postal facilities.

Prior to the Union with Newfoundland, the Canadian Government requested the United States Government to consider the possibility of modifying the 1941 Agreement in order to bring it into accord with the principles which govern the defence relations between Canada and the United States. The Canadian request was referred to the Permanent Joint Board on Defence for study and the Board subsequently submitted a recommendation which has since been approved by the two Governments. This approval, which it is proposed to make formal by an exchange of notes, will constitute a modification of the provisions of the Leased Bases Agreement relating to income tax exemptions, customs and excise privileges, postal privileges and to the jurisdiction of the civil and military courts. The general effect is to bring the legal status of the United States forces at the leased bases into line with that of United States forces stationed elsewhere in Canada.

### **St. Lawrence Deep Waterway and Power Project**

Despite strenuous efforts on the part of the United States Administration to obtain congressional approval of the Great Lakes-St. Lawrence Basin Agreement, which was signed ten years ago to provide for the development of the St. Lawrence system, the Committee on Public Works of the House of Representatives did not approve the St. Lawrence project in 1951 and measures to approve the Agreement failed to come to a vote in either House of the United States Congress. After extensive hearings, during which all agencies of the Administration with a direct interest in the subject firmly endorsed the project, the Committee made a tour of the whole seaway area; nevertheless, a majority to approve the project could not be obtained. Before Congress adjourned, the Committee also deferred consideration of a new resolution which was introduced later to re-open the question.

On September 28, the Prime Minister discussed the St. Lawrence project with President Truman in Washington. In view of the vital importance to Canada of rapid development of both the seaway and the power projects, the Prime Minister stated that the Canadian Government would be willing to construct the seaway as a Canadian undertaking. The President stated he would support the Canadian seaway as an alternative, if an early beginning on the joint development did not prove possible.

In a statement in the House of Commons on October 22, the Secretary of State for External Affairs stated that early construction of the seaway as a joint undertaking with the United States was unlikely. Although the

United States Congress may yet approve the 1941 Agreement, the steps to be taken to begin the project as a solely Canadian undertaking have been studied. A statute enacted by the Canadian Parliament in December provides for a Canadian Authority to proceed with the seaway, either as a solely Canadian project or as a joint international undertaking. Another statute provides for the construction by Ontario, in co-operation with an appropriate body in the United States, of the power works of the project.

### **The International Joint Commission**

The Department continued to provide counsel in the presentation of Canadian Government cases at various meetings and hearings held by the International Joint Commission, the Canadian-United States body established under the Boundary Waters Treaty of 1909.

The Commission met seven times in executive session: in Montreal, Victoria, Ottawa, Helena (Montana), twice in Washington and at Coulee Dam (Washington), and two series of public hearings were held.

The membership of the Canadian Section of the Commission remained unchanged from 1950 with General A. G. L. McNaughton as Chairman and Mr. George Spence and Mr. J. Lucien Dansereau as Commissioners.

On November 19, the Commission was authorized by the two Governments to establish supervision and control over pollution of the boundary waters connecting the Great Lakes and to establish boards of control for this purpose.

An Interim Report was made to the two Governments in the matter of the Sage Creek Reference. Under this reference, the Commission had been requested to examine and report upon the facts and circumstances of a complaint concerning the obstruction and diversion of the flow of Sage Creek, a freshet flowing for only a few weeks each year which arises in Alberta and flows south into Montana. The Commission was asked also to use its good offices to bring about a mutually satisfactory agreement among the water-users concerned in Alberta and Montana. The Commission advised the two Governments that it proposed to establish an international board to determine the methods to be employed and the works necessary for the best use of the water supplies of the area.

The Niagara River Reference, sent to the Commission on October 10, 1950, was advanced substantially with the completion and verification of models of the Niagara River. The information gained from these model tests will assist the Commission in its recommendations on the nature and design of the remedial works required to maintain an even flow over Niagara Falls during the varying conditions caused by the diversion of water for power purposes.

Progress on the Saint John River Reference (September 28, 1950) included further collection and study of engineering data; and the investigation of possible dam and reservoir sites in the Saint John River Basin was initiated.

In proceeding with its investigation of atmospheric pollution, the Commission, dealing with the public health aspects of the problem, noted evidence that shipping companies had increased their efforts to reduce the amount of smoke from vessels.

Material progress was made on the Souris-Red Rivers Reference, particularly in studies of flood control, water use and land classification.



The Commission observed with interest the vigorous prosecution of studies relating to flood control, carried on by the Department of Resources and Development, in the Canadian portion of the Red River Basin.

The city of Minot (North Dakota) made an application (March 28) under the Souris River Reference of January 15, 1950, for permission to divert 9.25 cubic feet per second from the Souris River for municipal purposes. The Commission received a report on this application from the International Souris River Board of Control at its October session.

Having received the final brief in evidence on the Waterton-Belly Rivers Reference, the Commission has been giving consideration to its recommendations. Until the Spring of 1951, the Commission had been occupied in the collection and study of engineering information and legal argument relating to the existing and future uses of the waters of these two streams.

In addition to consideration of two applications in the Columbia Basin under Article IV of the Treaty, referred to later, the subject matter of which falls within the scope of the Columbia River Reference, the Commission's work concerning this river continued to progress. Aerial photographs have been made for the entire Columbia River Basin in Canada and the field work to produce a series of maps for the same area is now nearly completed.

At the request of the United States on June 12, the Commission has given priority to flood control projects on the Okanagan River, planned for early construction by Canadian authorities, and has also studied whether devices to assist the movement of fish should be provided.

An application by the United States, transmitted to the Commission on January 12, requested the Commission to give consideration to the effect which the construction and operation of a dam and reservoir on the Kootenay River near Libby (Montana) would have on the stages of this river above the international boundary in Canada, and asked that the Commission approve the construction and operation of the dam and reservoir. This application has been studied by the International Columbia River Engineering Board. The Commission held public hearings in Spokane (Washington), Nelson (British Columbia), Cranbrook (British Columbia) and Helena (Montana), in the period from March 12 to March 19.

An application by the Consolidated Mining and Smelting Company of Canada, Limited, to construct a dam near Waneta (British Columbia) was transmitted to the Commission by the Department of External Affairs on May 21. On June 28, counsel for the United States Government filed a statement, in response to the application, approving the application subject to provision for protection and indemnity as agreed. In the interval between July and October, the terms of the Order of Approval were discussed by the Chairmen of the two Sections. The matter was considered in executive session by the Commission at its October meeting.

## 2. Latin America

Diplomatic, commercial and cultural links between Canada and Latin America were strengthened during 1951. Canada has Embassies in Argentina, Brazil, Chile, Cuba, Mexico and Peru, a Consulate General in Caracas, Venezuela, and a Consulate in Sao Paulo, Brazil. A Special Ambassador attended the inauguration of the President-Elect of Brazil in January, and that of the President-Elect of Uruguay in February.

Trade returns for 1951 show increases in both exports to and imports from Latin America, which has now become the third most important trading area for Canada.

Canada maintains membership in a number of inter-American organizations, including the Postal Union of the Americas and Spain and the Inter-American Conference on Social Security. Canada was represented at various conferences held in Latin American countries during the year, such as the twelfth session of the Economic and Social Council of the United Nations in Santiago, the Committee on Indigenous Labour of the International Labour Organization in La Paz, the Legal Committee of the International Civil Aviation Organization and the first Inter-American Convention on Mineral Resources in Mexico City, the Regional Congress on Foot and Mouth Disease in Panama City, the seventh International Conference of the Inter-American Bar Association in Montevideo and the Conference on Trade and Balance of Payments Statistics in Panama City.

## VI

### Eastern Asia

Eastern Asia remained a focal point of crisis during 1951. In Korea, the United Nations action to repel aggression continued; in China, the Central People's Government maintained its hold, and in Southeast Asia, unrest persisted in Indochina, Malaya, the Philippines and Indonesia. It was possible, however, to conclude a Treaty of Peace with Japan opening the way for her return to full sovereignty.

#### 1. Korea

The Cease-Fire Group, referred to in the Annual Report for 1950, notified the General Assembly of the United Nations in its first report on January 3 that no recommendations for a cease-fire could usefully be made. On January 12, a statement of five principles was presented to the Political Committee and the General Assembly on behalf of the Cease-Fire Group and this was approved the next day.<sup>1</sup>

The Chairman, at the request of the Political Committee, transmitted this Statement of Principles to the Central People's Government of China and asked whether the latter would accept it "as a basis for the peaceful settlement of the Korean problem and other Far Eastern problems". The answer, which the Chinese Foreign Minister gave on January 17, was interpreted by some states as an outright rejection and by others as a partial acceptance or a counter-proposal. On January 20, the United States introduced a resolution naming the Central People's Government of China as an aggressor in Korea, requesting consideration of additional measures to meet the aggression and providing for the appointment of a Good Offices Committee.

Meanwhile, on Canadian initiative, an effort had been made to clarify the meaning of the Chinese reply of January 17. On the basis of this clarification, twelve Asian and Arab countries, including India, presented a resolution on January 25 recommending "that representatives of the Governments of France, the United Kingdom, the United States of America, the Union of Soviet Socialist Republics, Egypt and India, and of the Central People's Government of the People's Republic of China meet as soon as possible for the purpose of securing all necessary elucidations and amplifications of the above mentioned reply and of making any incidental or consequential arrangements towards a peaceful settlement of the Korean and other Far Eastern problems." The Political Committee rejected the Asian-Arab resolution on January 30 and adopted the United States resolution with amendments.

After passage of the condemnatory resolution of February 1, negotiations between the United Nations and the Central People's Government broke down and, for a time thereafter, the main United Nations effort was devoted to trying to bring the war to an end by military means.

On March 12, General Ridgway, then commander of the ground forces in Korea, said that a military stalemate appeared probable, but added that "it would be a tremendous victory for the United Nations if the war ended with our forces in control up to the 38th parallel".

<sup>1</sup> See *Documents on the Korean Crisis*, King's Printer, Ottawa, 1951, pp. 29 and 30.



On June 23, the Soviet delegate to the United Nations suggested that "discussions should be started between the belligerents for a cease-fire and an armistice providing for the mutual withdrawal of forces from the 38th parallel". On June 28, General Ridgway, who had succeeded General MacArthur, was authorized to negotiate a cease-fire with the enemy commander in Korea. There followed an exchange of messages between General Ridgway and enemy headquarters; as a result, representatives of the opposing commanders met for the first time on July 10. Negotiations were broken off during the period August 22 to October 25. On November 27, agreement was reached on the principles which should govern the definition of a cease-fire line and a tentative cease-fire line was defined, valid until December 27. No further agreements were reached during 1951.

The battleline by November 27 had been pushed north of the 38th parallel throughout most of its length. Subsequently, activity on the ground lessened greatly but increased considerably in the air. In addition, the United Nations continued to maintain a selective embargo on the shipment of warlike materials to continental China and North Korea. This embargo was adopted by the General Assembly on May 17.

## 2. Japan

The signing of the Japanese Peace Treaty was the most important development affecting Japan during the year. The United States initiative, discussed in the Department's Annual Report for 1950, provided a driving force which resulted in signature of the Treaty on September 8.

On January 11, Mr. Truman announced that Mr. John Foster Dulles would head a presidential mission to Japan and to other interested countries to discuss "the means of making further progress towards a peace settlement". Mr. Dulles visited Japan, Australia, New Zealand and the Philippines, hearing the views of allied and Japanese leaders alike on the terms of a treaty which would have some hope of acceptance. Canadian officials were in constant touch with the Department of State during this period and were kept informed of the progress being made in the negotiations. The United States circulated a draft peace treaty in March, and the United States and United Kingdom Governments circulated a joint draft on July 3 to the governments of countries (including Canada) which were considered to be especially concerned with the treaty. Further revisions were made in the draft text as a result of the comments of interested governments and the final text was circulated on August 13. On July 21, the United States issued a formal invitation to all countries which were at war with Japan to participate in "a conference for conclusion and signature of a Treaty of Peace with Japan".

The Treaty had, therefore, been negotiated by diplomatic rather than by conference methods. Fifty-four nations were invited to attend the signing conference. India, Burma and Yugoslavia did not accept the invitation. Of the fifty-one nations represented at San Francisco, forty-eight signed the Treaty. The delegations from the Soviet Union, Poland and Czechoslovakia did not sign.

The Treaty was generous, restoring sovereignty to Japan and placing no restrictions on its economy or on its ability to defend itself. Reconciliation, and not revenge, was the main goal. The signatory powers agreed that Japan should, in principle, pay reparations for the devastation and suffering it caused during the war. However, they recognized that Japan lacked the physical capacity to recompense its wartime victims if it was to achieve a viable economy.

The Canadian Delegation was headed by the Secretary of State for External Affairs, and by Mr. R. W. Mayhew, the Minister of Fisheries. The former, in addressing the conference, expressed the hope that Japan would live up to the trust placed in it by this Treaty, and would play its part in maintaining peace and security and in building up the international community in the Pacific area.

Coincident with the signing of the Treaty, discussions were initiated among the Canadian, United States and Japanese Governments with respect to the implementation of Article 9 of the Treaty concerning fisheries. Formal negotiations looking toward a tripartite fisheries convention covering North Pacific fisheries began in Tokyo on November 5 and were concluded on December 14. Although the text of the Convention was agreed on, the convention was not signed as the Peace Treaty had not yet come into force. The Canadian Delegation was headed by the Minister of Fisheries.

The Canadian Liaison Mission in Japan continued to report on developments both in Japan and in the North Asian area. The Canadian Military Mission in the Far East functioned in close co-operation with the Canadian Liaison Mission. The problems facing the Canadian Liaison Mission as a result of the expected transition of Japan from occupation status to full sovereignty were under examination at the year's end.

During the year, the Japanese Government was allowed to open a "Japanese Overseas Agency" in Ottawa. The functions of the Agency were at first confined to the promotion of trade, but were later extended to include consular and quasi-diplomatic duties.

In Japan itself, General MacArthur was relieved as Supreme Commander for the Allied Powers by order of President Truman on April 11 and replaced by General Ridgway. The progressive relaxation of occupation controls begun under General MacArthur was accelerated by General Ridgway.

The Far Eastern Commission met regularly until September 20. The Canadian member, the Ambassador to the United States, was represented at meetings by Mr. P. G. R. Campbell, Alternate Delegate. At the 222nd meeting on September 20, the Commission suspended its meetings, with the understanding that any delegation should have the right to summon a meeting at any time.

### 3. China

Towards the end of February, the officer in charge of the Canadian Embassy in Nanking returned to Canada and the Mission was closed. The Consul General in Shanghai remained at his post and took over general supervision of the property remaining in Nanking. There was no Canadian representative in Formosa or Peking and the scope of activity of the Canadian Consul General in Shanghai was limited by the fact that his official status was not recognized by the Chinese authorities. The question of recognition of the Central People's Government in Peking was held in abeyance as a result of its intervention in the war in Korea.

### 4. Southeast Asia

Canadian representation in Southeast Asia is at present limited to a Consulate General in the Philippines and a Trade Commissioner's Office in Singapore. Canada participates in the Colombo Plan for the Economic Development of South and Southeast Asia and in the United Nations technical assistance programmes. These measures, along with United States aid, are expected to assist increasingly in the area's rehabilitation.

Disorder and turbulence, largely communist-inspired, continued to disrupt Southeast Asia during 1951, and to retard its political and economic development. In Indochina, General de Lattre's French and Vietnamese forces, aided by United States equipment and supplies, repulsed military formations of the communist-controlled Vietminh. In Indonesia, drastic police action was taken at the end of the year against terrorist elements, predominantly communist. Burma's five-sided civil war showed no sign of abatement. In the Philippines, government forces administered sharp defeats to communist-led guerrillas. The assassination in Malaya of Sir Henry Gurney, the United Kingdom High Commissioner, drew attention in October to the struggle being waged against communist terrorism there.

The conditions of residence in the Philippines for a small group of Canadians have been the subject of discussions between the Canadian and Philippine Governments.



## VII

### Defence Liaison

Since foreign policy and defence policy are closely inter-related, the Department is associated with other Departments, particularly with the Department of National Defence, in the development and execution of defence policy. The Defence Liaison Division, formed in 1948, deals with this aspect of the Department's work. Among the questions dealt with during 1951 by this Division were the development of agencies and plans under the North Atlantic Treaty (including the despatch of the 27th Canadian Infantry Brigade to Germany), Canadian participation in the United Nations action in Korea, and defence arrangements with the United Kingdom and the United States.

The Secretary of State for External Affairs is a member of the Cabinet Defence Committee, which the Under-Secretary also attends. The Under-Secretary attends meetings of the Chiefs of Staff Committee and is a member of the senior interdepartmental bodies which examine and advise on various aspects of defence and security questions. The Department is represented at meetings of the Vice-Chiefs of Staff Committee. The Department provides the Chairman of the Joint Intelligence Committee and a member of the Joint Planning Committee. Close contact is maintained between the Department and the various intelligence and planning agencies of the armed forces, so that political factors may be given full consideration in the preparation of Chiefs of Staff papers.

The Division provides the External Affairs member of the Permanent Joint Board on Defence of Canada and the United States and the Secretary of the Canadian Section of the Board.

The Department also provides one of the four members of the directing staff of the National Defence College and one or more of its officers attends the College.

At eleven of the diplomatic missions abroad there are service attaches who, in addition to their service duties, advise heads of mission on defence matters. The Canadian Joint Staffs in London and Washington are responsible for service liaison and, in addition, the principal officers of the staffs are the service advisers to the High Commissioner and the Ambassador.

## VIII

### Economic Affairs

The economic problems which confronted countries of the free world in 1951 were for the most part caused or intensified by their rapidly developing defence programmes. Shortages and rising prices of strategic raw materials became acute problems early in the year. As a result, the International Materials Conference was organized in Washington to study the various scarce materials and to make recommendations for their equitable distribution.

As the year progressed, the shortages of materials and their price instability spread to other commodities and introduced a strong but unequal inflationary tendency in most countries which, in turn, gave rise to renewed balance of payments problems. The United Kingdom which, by the end of 1950, had reached a relatively favourable payments position, experienced an abrupt reversal in the latter half of 1951 and a consequent acute drain of dollar reserves. In addition, the European Payments Union and the associated European trade liberalization measures were threatened by the new general instability.

The economic problems of the East continued to attract the attention of most of the Western countries, particularly countries of the Commonwealth and the United States. The concrete measures which had been taken last year in the field of technical assistance were extended.

On this side of the Atlantic, the economies of Canada and of the United States reached new levels of productivity, but much of the increase represented production of defence goods and strategic materials. In the United States, price controls were introduced to stem inflation; Canada resorted to indirect controls to achieve the same end. Inflation in both countries, however, remained an ever present problem as defence programmes gathered momentum.

The Canadian Government geared itself to meet the requirements of the new world situation by creating a Department of Defence Production to handle defence contracts. Internationally, Canada participated in two new bodies of the North Atlantic Treaty Organization: the Defence Production Board and the Financial and Economic Board, which were formed to study certain economic problems of defence.

#### 1. General Agreement on Tariffs and Trade

Canada participated in the third series of negotiations under the General Agreement conducted in Torquay, England, from September 1950 to April 1951. At these negotiations, Canada concluded sixteen new trade agreements providing for concessions on products not included in previous agreements and for further tariff reductions on commodities negotiated at earlier conferences.

The most important of these agreements was the one negotiated with the United States, the fourth with that country since 1945, which covered Canadian exports to the United States valued at approximately \$120 million in 1949 and resulted in concessions on about 400 items of interest to Canada. Most of these came into force on June 6.

The Torquay Protocol incorporates the results of 147 separate negotiations successfully concluded between thirty-four countries. The Conference followed the same pattern as the Geneva and Annecy Conferences to reduce tariffs and other trade barriers. Under the most-favoured-nation principle, all tariff concessions agreed to in Torquay apply to Canadian exports whether or not the concessions were negotiated with Canada or with another country.

The Contracting Parties also agreed to extend the life of the tariff concessions negotiated at Geneva and Annecy for a further three years until January 1, 1954.

At Torquay, six new countries applied for membership in the General Agreement. Of these, Austria, Germany, Peru and Turkey have now become contracting parties, while the Philippines and Korea are expected to accede formally to the General Agreement some time in 1952.

The sixth regular session of the Contracting Parties was held in Geneva in September and October, 1951, to discuss administrative matters and special problems arising under the Agreement. The session was devoted, in part, to a study of detailed reports by contracting parties on the import restrictions still maintained by them. As in the past, Canada strongly urged that countries whose balance of payments showed improvement should relax import restrictions.

The view that the establishment of some form of inter-sessional machinery would give continuity to the administration of the Agreement and increase its effectiveness was accepted and a committee was accordingly set up to deal with inter-sessional business and agenda matters. A separate inter-sessional group was entrusted with the task of examining the disparity in European tariffs and the proposals to reduce tariff levels.

With a number of countries, Canada formally protested against the import restrictions recently imposed by the United States on dairy products. These countries contended, and the United States Delegation agreed, that the restrictions contravened the General Agreement. The United States Government announced its intention to seek repeal of the relevant legislation at the earliest opportunity.

The Canadian Delegation, together with the United States Delegation, also objected vigorously to the introduction of dollar import controls by Belgium. While Belgian representatives argued that these measures were required to reduce Belgium's creditor position with the European Payments Union, Canada and the United States regarded them as a violation of the General Agreement and asked that they be withdrawn immediately.

Canada also urged the United Kingdom to revise its administration of the purchase tax under the United Kingdom utility scheme which has had the effect of discriminating against certain imported goods in contravention of the General Agreement.

In view of the acute deterioration in relations between the United States and Czechoslovakia, the Contracting Parties authorized these countries to suspend their reciprocal obligations under the General Agreement.

## **2. Inter-Allied Reparation Agency**

The liquidation of German external assets continued to occupy the attention of the Agency and member countries. No agreement has yet been reached for the disposal of German external assets in Switzerland. The Agency has received funds from the liquidation of German external assets in Italy, Japan and Spain and these were distributed. In addition,



securities and currencies of the member Governments found in Germany were returned to the countries of issue, since they were considered as part of German external assets, and allocation was made of the neutral currencies held in Germany.

The Agency has given thought during the past year to the problem of the unbalanced state of accounts of member Governments; some countries are considerably overdrawn in the assets they have received, and others, including Canada, considerably underdrawn. No solution to the problem has been found.

The Agency will operate on a reduced scale during 1952 and the volume of its work will depend considerably on what progress is made in the liquidation of the remaining German external assets.

### **3. Agreement with Italy on Canadian War Claims**

On September 20, the Secretary of State for External Affairs and the Prime Minister of Italy signed in Ottawa an exchange of notes constituting an inter-governmental agreement which settles, in a spirit of friendship and understanding, matters relating to Canadian claims for war damages in Italy and the release of Italian assets in Canada.

In accordance with this agreement, the Italian Government will put at the disposal of the Canadian Government funds to be used for the satisfaction of Canadian claims for war damages in Italy. Provision is also made for the settlement of Canadian pre-war commercial debts against Italy and of the few claims for war damages which were excepted from the agreement; the Canadian Government has undertaken to release the Italian assets still vested in the Custodian, upon individual application.

### **4. Telecommunications**

Canada has a strong interest in a world-wide agreement on the orderly development of telecommunications. The size of the country calls for extensive use of radio for communication; and, in recent years, the rapid development of the North, where other means of communication are lacking, has accentuated this need.

A telecommunications problem which Canada shares with many other countries is the scarcity of frequencies which are of practical use for radio transmissions. Because there are too few frequencies to satisfy all requirements and because transmissions in most frequency bands in one country inevitably impinge on reception in other countries, international agreement on the sharing of frequencies is important to the effective use of radio; our close proximity makes it of special interest to Canada that there be a large measure of agreement with the United States on these matters. In 1951, agreement was reached on the allocation between the two countries of frequencies in the bands below 2,000 kilocycles; and a convention was signed concerning the operation of certain types of mobile equipment by citizens of one country in the territories of the other.

Canada has maintained its active participation in the affairs of the International Telecommunications Union, a Specialized Agency of the United Nations established to promote international co-operation in telecommunications. Canada has a seat on the Administrative Council, the governing body of the Union, which meets annually. During 1951, the Union continued its efforts to secure general agreement on the allocation of frequencies in all bands of the radio spectrum. Some progress was made, but it is clear that an agreed plan of allocation is still remote.

Canada has a representative on the Commonwealth Telecommunications Board which sits in London and co-ordinates the operations of the nationally-owned companies providing commercial international telecommunications in Commonwealth countries. The Canadian company is the Canadian Overseas Telecommunications Corporation.

### **5. Agreements for the Avoidance of Double Taxation**

During the year, Canada discussed double taxation agreements with representatives of five Governments. Conventions for the avoidance of double income tax and succession duties were concluded with the French Government and ratification is expected soon. A Convention for the Avoidance of Double Taxation of Income was signed and ratified by the Canadian and Swedish Governments. An exchange of notes extended the Canada-United Kingdom Income Tax Agreement of 1946 to cover twenty-one colonial territories of the United Kingdom. The conventions signed in Ottawa in 1950 by the Governments of Canada and the United States, modifying and supplementing the existing conventions in the fields of income tax and succession duties, were ratified. An exchange of notes with the Government of the Union of South Africa made effective a double taxation agreement between the two countries on shipping and aircraft profits.

### **6. International Materials Conference**

Early in 1951, it became apparent that the shortages of important raw materials which faced the free world would have to be dealt with on an international basis. The International Materials Conference was set up in Washington to cope with the problem. The Central Group of the Conference consists of eight of the largest producing and consuming countries of the world (Australia, Brazil, Canada, France, India, Italy, the United Kingdom and the United States) and two regional organizations (the Organization of American States and the Organization for European Economic Co-operation).

Canada has membership also in six of the seven commodity committees set up by the Central Group. It is the function of these committees to recommend to Governments not only the allocation of scarce raw materials but also any action which the committees consider should be taken in order to expand production, conserve supplies and assure the most effective distribution of materials among the nations of the free world.

### **7. International Civil Aviation**

International air transport followed during 1951 the pattern of rapid expansion established in the years since 1945. Air fleets were increased in size, many new aircraft of improved comfort and performance were put into service, several new routes were opened up and total traffic in passengers and freight showed a marked increase. Canadian companies flying international routes shared fully in the higher level of activity and maintained excellent records of safety and service.

As a result of an air agreement signed with France in 1950, Trans-Canada Air Lines began a regular service between Montreal and Paris on March 31, 1951. Canadian Pacific Airlines, flying between Vancouver and Tokyo, continued throughout the year to make a considerable contribution to the Korean airlift.

Canada maintained its representation on the Council of the International Civil Aviation Organization and on the Council's main committees. The Canadian representative to the Organization is First Vice-President of the Council. Since the Organization's headquarters are in Montreal, an agreement was signed between it and the Canadian Government, granting to the Organization privileges and immunities similar to those accorded to the United Nations and its other Specialized Agencies by host Governments.

### **8. Organization for European Economic Co-operation**

There has been a change of emphasis in the studies and activities of the Organization for European Economic Co-operation. The Organization was set up to accelerate the recovery of Europe through economic co-operation among its members. Its studies were important factors in the decisions taken by the United States in the allocation of Marshall Aid funds and it became the central organ through which the nations of Western Europe worked out their common economic problems and planned for the future. During the past year, however, the Organization has had to devote increasing attention to the impact of rearmament upon Western Europe and to means by which the mobilization of economic resources for the defence of the free world could be accomplished without seriously disrupting the economies of the countries participating in the Organization.

By virtue of its associate membership in the Organization, Canada has had full access to its reports and has participated in its deliberations and studies on problems, many of which affected Canadian interests. These problems included the maintenance of internal financial stability, the expansion of productive resources in key sectors of the European economy, the conservation and use of scarce raw materials and the stimulation of exports from Europe to the dollar area.

During the past year, the Financial and Economic Board of the North Atlantic Treaty Organization was established in Paris, and there has been a considerable degree of co-operation between the two organizations on matters of common economic interest. Canada is particularly concerned that this co-operation should continue and that duplication of effort should be avoided.



## IX

### Legal Affairs

The primary responsibility of the Legal Division is to advise on questions of international law. In addition, it performs the usual advisory functions incidental to the Department's work, subject to the overriding authority of the Department of Justice, on questions involving the domestic law of Canada; and it is responsible for the administration of a number of specific tasks of a legal nature. These include the maintenance of the Canadian Treaty Register; the prosecution of claims against foreign countries; the transmission of documents under civil procedure conventions, extradition treaties and conventions for the reciprocal enforcement of maintenance orders; and the authentication of legal documents for use abroad. The Division also provides counsel in the presentation of Canadian Government cases at meetings of the International Joint Commission, the Canada-United States body established under the Boundary Waters Treaty of 1909.

The year 1951 was marked by an increase in the incidence and importance of developments in international law. This resulted in part from the work completed by the International Law Commission, a subsidiary body of the United Nations responsible for a number of projects of "progressive development and codification of international law under section 13 of the Charter of the United Nations"; it resulted in part also from the delivery of important opinions by the International Court of Justice.

The coming into force of the Genocide Convention and the formulation by the International Law Commission of the Nuremberg Principles in 1950 were followed in 1951 by the submission by the Commission of a draft Code of Offences against the Peace and Security of Mankind. The broad outlines of the new international criminal law are taking shape. In 1951 also a conference of fifteen states prepared a draft statute for an International Criminal Court. This conference had been called by the United Nations following consideration in the Legal Committee of the General Assembly in 1950 of the report of the International Law Commission that it was both "possible and desirable" to establish an international criminal jurisdiction. These developments have made necessary a re-appraisal of the Canadian position in questions of great complexity which will come before the United Nations for final decision in 1952. The Department has welcomed the initiative of the Canadian Bar Association in having its Committee on International Law collaborate on a study of these questions.

The International Court of Justice gave an advisory opinion on reservations made by states on ratification of the Genocide Convention and objections by other states. The International Law Commission also reported on its study of the general question of reservations to multilateral conventions. At the close of the year the debate was still under way in the Legal Committee of the United Nations.

In December, the Court also delivered judgment in the case brought by the United Kingdom against Norway regarding the extent of Norwegian territorial waters. The decision is of great importance and is of direct interest to Canada.

## 1. North Atlantic Treaty Agreements

During 1951, two agreements were signed by Canada to make provision for the legal status of both civilian and military personnel engaged upon NATO business. The first agreement, signed by Canada in London on June 19, is entitled "Agreement between the Parties to the North Atlantic Treaty regarding the Status of their Forces". This Agreement establishes uniform treatment for the various armed forces of any NATO country when stationed in or passing through other NATO countries. Its principal provisions relate to the exercise of criminal and civil jurisdiction, regulation of entry and departure of military personnel and the accommodation, services and supplies necessary for the maintenance of armed forces. This agreement does not deal with the problem of whether troops are to be despatched to any given location but with the many questions that arise whenever troops are stationed in friendly NATO territory away from their home country.

The other agreement, signed in Ottawa on September 20, is entitled "Agreement on the Status of the North Atlantic Treaty Organization, National Representatives and International Staff". It deals with the status, privileges and immunities of the North Atlantic Council, its subsidiary bodies, the international secretariat of the Organization and national delegations to the Council or its subsidiary bodies. In general it follows the lines of earlier agreements dealing with the privileges and immunities of international organizations, such as the United Nations and the Specialized Agencies.

## 2. Extradition Treaty with the United States

The Legal Division co-operated with the Department of Justice in negotiations with the United States resulting in the signing of a supplementary Convention to amend the Extradition Treaty of 1842 between Canada and the United States. This Convention, when ratified, will provide for limited extradition for fraud in the sale of securities. As a result of representations in the Standing Committee on External Affairs in 1945, the Canadian Government insisted that the so-called rule of double criminality should be maintained and that there should be no extradition for offences which could be described as technical, as distinct from fraud, in the sense recognized by the Canadian Criminal Code.

## 3. Claims

The Department is primarily responsible for the presentation of claims by Canadian citizens and corporations against foreign countries. These claims are normally presented through diplomatic channels and are usually subject to those principles of international law which relate to discrimination and nationality. The prevailing situation after the second World War made it difficult to settle these claims, but a number of recent developments has alleviated the situation.

As a result of the Equal Treatment Agreements concluded with France, Belgium and the Netherlands, various Canadian claims are now being considered by the Governments of these countries. Canada has also concluded a "lump sum" agreement with Italy in settlement of the Canadian war damage claims there. There remain to be determined the eligibility of the various claims and the amount of the individual awards. By virtue of a recent agreement between the United Kingdom and Yugoslavia, which included at our request Canadian claims, a tribunal known

as the Foreign Compensation Commission was set up in the United Kingdom and is now considering the settlement of claims involving compensation for property nationalized in Yugoslavia. There have been no other significant developments in the past year regarding Canadian claims against other countries.

#### **4. Maintenance Orders<sup>1</sup>**

The Department continued to transmit maintenance orders originating in Canada to the Commonwealth Governments and also those originating in Commonwealth countries to the appropriate Canadian authorities. Six Canadian provinces (British Columbia, Alberta, Saskatchewan, Manitoba, Ontario and Nova Scotia) as well as the Yukon Territory, have established reciprocal arrangements with the United Kingdom. In addition, several provinces have established reciprocal arrangements with New Zealand and with certain of the Australian states. Other provinces are considering the establishment of the same reciprocal relationships.

#### **5. Civil Procedure Conventions**

In November, the pre-war convention between Canada and Austria concerning legal proceedings in civil and commercial matters was revived through an exchange of notes in Vienna, bringing to twenty-one the number of these conventions now in effect with foreign countries. The Department has arranged with foreign missions in Canada to address requests for the execution of rogatory commissions and the service of legal documents direct to the attorney-general of the province concerned.

#### **6. Authentication of Documents**

The Department arranged for the authentication of legal documents for use in foreign countries and gave advice on this subject to enquirers in Canada and abroad.

#### **7. International Agreements**

Canada concluded forty-two international agreements of which twelve were multilateral and thirty bilateral. A complete list of these agreements will be found in Appendix D.

---

<sup>1</sup> Maintenance orders are court decisions requiring an individual to support his spouse or members of his family. The maintenance order of a foreign court must be confirmed by a court of the country where a person resides before it is enforceable against him.



## X

### Protocol

The duties of the Protocol Division include arrangements for the exchange of diplomatic and consular representatives between Canada and other countries and the administration of the privileges and immunities prescribed for these representatives by international law and practice.

#### 1. Canadian Representatives Abroad

In the course of the year, credentials were prepared and the usual formalities completed, for newly appointed Canadian diplomatic envoys who were accredited to Australia, Brazil, Chile, Cuba, Germany, Pakistan and Yugoslavia. In addition, the Division prepared credentials for representatives to the United Nations, the Organization for European Economic Co-operation and special delegations to international conferences and to state occasions abroad. Thirty commissions of Canadian consular officers were prepared for the signature of His Excellency the Governor General. The Division was also concerned with the establishment and operation of the Japanese Government Overseas Agency.

A list of countries in which Canada maintains diplomatic missions or consulates will be found in Appendix A. More complete information will be found in the quarterly publication of the Department entitled *Canadian Representatives Abroad and Representatives of Other Countries in Canada*.

#### 2. Foreign and Commonwealth Representatives in Canada

The Division took measures to secure His Majesty's approval of the envoys proposed by foreign countries and scrutinized the credentials of foreign and Commonwealth representatives arriving in Canada.

Arrangements were made by the Protocol Division for the presentation of credentials of newly appointed diplomatic envoys to Canada from Denmark, Germany, Greece, India and Sweden. Recognition also was granted to sixty-six foreign consuls.

Foreign diplomatic and consular representatives posted to Canada made, as usual, their first contact with the Department through the Protocol Division, which serves as a source of information on Canadian regulations and procedure, and as a guide on protocol practice in Ottawa and on questions of precedence. The newly appointed Military Attachés of foreign missions in Ottawa also were introduced by the Protocol Division to the Department of National Defence.

At the close of the year, thirty-two countries had diplomatic missions in Canada. Of these, eighteen were embassies, six high commissioner's offices and eight legations. Iceland and Luxembourg do not maintain diplomatic missions in this country, but their Ministers to the United States are also accredited to Canada. A list of countries which maintain diplomatic missions in Canada will be found in Appendix B. A fuller list is set forth in the quarterly publication entitled *Diplomatic and Consular Representatives in Ottawa*.

The International Civil Aviation Organization has its headquarters at Montreal; the International Labour Office has an office in Ottawa, and the International Refugee Organization has an office in Hull.

### 3. Privileges and Immunities

As occasion required, the Department intervened with other Canadian authorities to secure the extension of privileges and immunities to foreign envoys and members of their families and suites. These include inviolability of person and property, immunity from the jurisdiction of the courts and exemption from direct taxation where this exemption is administratively feasible. New regulations governing the resale of automobiles imported into Canada under diplomatic privilege came into effect toward the end of 1950. The application of these new regulations during 1951 gave rise to a number of administrative problems which were dealt with in consultation with the Department of National Revenue.

All diplomatic privileges and facilities are granted in Canada on the understanding that equivalent treatment will be granted to Canadian representatives abroad. The Department, therefore, endeavoured to ensure that Canadian representatives abroad enjoyed the same measure of protection and courtesies as that accorded to representatives of other Governments in Canada. This question of reciprocity is sometimes complex, owing to differences in legislative and administrative procedures and in other conditions in various countries.

A Headquarters Agreement between the International Civil Aviation Organization and the Government of Canada was signed at Montreal on April 14. The Agreement came into force on May 1 as a result of an exchange of notes. The purpose of this Agreement is to establish the legal status in Canada of the Organization and to grant to the representatives of member states on the Council of ICAO and to officials, under the terms of the Privileges and Immunities (United Nations) Act, the privileges and immunities necessary for the independent exercise of their functions.

### 4. Honours

The Protocol Division dealt with the question of honours and awards to members of the Canadian Armed Forces for service in Korea.

### 5. Distinguished Visitors

Canada's growing role on the international scene is reflected by the increasingly large number of foreign officials who visit Ottawa. Moreover, governmental representatives who have been in New York at United Nations meetings or in Washington frequently come to this country before returning home.

In addition to the arrangements made for these visits, the Division took an active part in the work of the committee responsible for the state visit of the President of the French Republic and Mrs. Vincent Auriol in April. The seventh session of the North Atlantic Council, held in Ottawa at the invitation of the Canadian Government, was the first international conference of this scope and nature ever held in Canada. Officers of the Division represented the Department on the committee set up to organize the visit of Their Royal Highnesses, the Princess Elizabeth and the Duke of Edinburgh, in October and November, and also were responsible for certain matters in connection with their visit to the United States.

## **XI**

### **Information, Press Office and Historical Research and Reports**

#### **1. Information**

One of the responsibilities of the Information Division is to make available within Canada current information and reference material on Canada's external policies and on the general work of the Department; its main concern, however, is to inform other countries about Canada, as an important part of the conduct of external relations. While only four Canadian posts abroad have separately organized information sections, all posts devote considerable effort to meet what is obviously a genuine interest in Canada and in Canadian life; and the Information Division provides them with the necessary materials and services. The emphasis varies from country to country: in one, the chief aim is to have Canada's international objectives widely understood; in another, to foster trade relations, and, in another, to encourage emigration to Canada.

#### **Press Liaison Abroad**

In all Canadian Posts abroad a constant effort is made to maintain close relations with the press and other information media in order to stimulate a wider interest in Canadian matters. Similarly, Canadian delegations to international conferences endeavour to explain to the press and the public the Canadian point of view and to encourage a broader interest in Canadian policies and problems as revealed at the sessions.

#### **Photographs and Photo-Features**

During the year, some 20,000 photographs illustrating diverse aspects of the Canadian scene were distributed through Canadian posts and these were used widely. An average of 1,000 photographs a month was distributed on request from abroad. Twenty illustrated articles were sent to posts for placement with newspapers and periodicals. These photo-features, designed to describe Canadian life and development, included such varied topics as "Canadian Atomic Energy for Peace", "Canada Discovers Ballet", "East Meets West in Canada" (a feature on the Colombo Plan) and "Pathfinders for Freedom" (NATO air training in Canada). In addition, an average of two photo-releases a month was sent abroad on subjects of topical interest such as Canadian forces in Korea, the shipment of Canadian arms to Italy, the visit of President Auriol and the NATO Council meeting in Ottawa.

#### **Visiting Journalists and Others**

The Information Division is responsible for assisting Government officials, writers, newspapermen, lecturers, educationists and students who visit Canada. During 1951, more than 100 newspapermen and photographers were assisted in securing interviews with the specialists in their various fields and in visiting those parts of Canada in which they were particularly interested. One British writer was able to place 85 illustrated articles on Canada for publication in the United Kingdom within six months of his return from Canada.



## Radio and Television

The establishment of friendly relations in the fields of radio and television is assuming increasing importance and throughout the year organizations in many countries have co-operated in focusing attention on Canada. For example, on the first of July, following widespread acceptance of a proposal that a friendly gesture be made to Canada, recognition of Canada's anniversary was included in the programmes of several hundred broadcasting stations in the United States. On the same occasion, radio stations throughout the world, particularly in Western Europe and in Latin America, in extending greetings to Canada, made use of recordings of the International Service of the Canadian Broadcasting Corporation (CBC-IS).

The Department works closely with the CBC-IS in presenting to other countries a picture of Canada and of Canadians. The International Service short wave programmes are Canada's only means of conveying information to certain countries.

In addition, CBC-IS arranges with radio organizations abroad to relay its programmes on standard wave lengths. These relays (some of them carried regularly) have greatly increased the listening audience. CBC-IS also provides transcriptions of Canadian programmes to broadcasting stations abroad, including albums of recorded works by Canadian composers. The Department assists in the distribution of recorded programmes in countries not reached directly by CBC-IS transmissions.

## Films

With the co-operation of the National Film Board, a selection of Canadian documentary films is maintained at most diplomatic, consular and trade posts abroad. Fifty posts are carrying on an active programme of film distribution as a regular part of their information activities. The number of films varies with the distribution possibilities in the area concerned and ranges from a small basic assortment of thirty films to more than 500. All posts are equipped with moving picture projectors; films and, where necessary, projectors are lent on request. Both the selection of films and their distribution is arranged with Canada's particular objectives in each country in mind.

In 1951, more than 4,000,000 people in some fifty countries attended programmes of Canadian films lent by our posts and in some countries the demand far exceeds the supply of films.

In the United States and the United Kingdom, distribution of NFB films is handled mainly by the Board's offices on a commercial basis, supplemented by free distribution by our diplomatic posts. In other countries where the Board has commercial outlets, posts may assist by screening films for prospective buyers and by reporting on the standing of firms anxious to handle Canadian films. Posts also assist in arranging for the entry of NFB films in international festivals and in reporting the reception given to the Canadian entries.

## Displays and Exhibitions

The Department provides posts with a limited number of photo displays illustrating various aspects of Canadian life such as the development of hydro-electric power or the growth of the aluminum industry. Posts report that these displays are in great demand. Exhibitions of silk screen reproductions of Canadian paintings also have proved popular.

The Department assists the National Gallery in arranging exhibitions of Canadian art in countries abroad. The Massey collection was sent to Australia and New Zealand and aroused great interest. An exhibition of Canadian paintings sent to Washington late in 1950 was later presented in San Francisco, San Diego, Santa Barbara and Seattle. In San Francisco, more than 11,000 visitors viewed the exhibition in one week. Pictures and works of sculpture were sent to the Women's International Art Club in London and other exhibits were arranged in New England, Brazil and Chile. The National Gallery also sent one work of Canadian sculpture for exhibition during the Festival of Britain. Through the Department, the National Gallery receives more requests for exhibits of Canadian art abroad than it can handle with its present facilities.

### **Presentation of Books**

Limited funds are available to provide gifts of Canadian books and periodicals to university and other major libraries abroad. In the past year, collections of books and periodicals were presented to libraries in Australia, Finland, India, Italy, Pakistan and Sweden.

### **Enquiries**

A very considerable part of the information work of all posts and of the Information Division in Ottawa consists in replying to enquiries about Canada. In one of the larger posts there may be as many as 1,500 requests a month. These may involve the preparation of exhaustive reference material for a foreign state on the operation of a department of the Canadian Government or the provision of simple factual material which will help a student to write an essay on Canada. Many of the enquiries can be dealt with through reference sources available at the post but, not infrequently, they are so comprehensive in nature that they must be referred to Ottawa.

In addition to enquiries referred by the posts, the Division received some 15,000 direct enquiries during the year. About one-fourth of these came from Canadians; the remainder came from fifty countries abroad.

### **UNESCO and International Exchanges**

The Information Division is responsible for preparing background material and instructions for the Canadian Delegation to the General Conference of the United Nations Educational, Scientific and Cultural Organization. It is also the channel between UNESCO and organizations and individuals in Canada interested in its affairs. Queries from the Organization about Canada are answered by the Information Division in co-operation with many voluntary organizations in Canada. With the Technical Assistance Division of the Department of Trade and Commerce, the Division arranges for the studies in Canada of holders of UNESCO fellowships, and distributes a variety of UNESCO printed materials in Canada. During 1951, three educational seminars in England, France and in Canada were attended by Canadians and the Division was responsible for making the necessary arrangements.

The Division also deals with scholarships and fellowships abroad offered to Canadians, and, on various occasions during the year, the Division has arranged for the selection of Canadian candidates.

## Publications

The Department issues a variety of publications, some printed and some in multilith form. A list of these publications will be found in Appendix E to this Report.

In addition, the Information Division provides Canadian posts with a *Daily Airmail Bulletin*, (a summary of Canadian news), and a *Summary of Editorial Opinion on International Affairs*, a monthly survey of leading editorials in Canadian newspapers.

## 2. Press Office

The steadily growing interest of Canadians in the external relations of their country was reflected in the increasing number of enquiries directed to the Department by the press. It is the responsibility of the Press Office to assist the press in obtaining information on external relations and on the activities of the Department. The Press Office receives and replies to enquiries from members of the Parliamentary Press Gallery and other journalists and commentators, makes arrangements for press conferences given by the Minister and handles the Department's press releases.

During the year, the Press Office also made the press arrangements for the visit of President Auriol of France and the preliminary press arrangements for the Ottawa meeting of the North Atlantic Council.

## 3. Historical Research and Reports

A Directorate of Historical Research and Reports was set up in December 1950, by bringing together under a senior officer a number of services—Archives, Library and Press Clipping. The Director of Historical Research represents the Department on the inter-departmental Committee on Public Records and acts as Chairman of the Archives Committee and the Library Committee.

### Archives

During 1951, the work of the Archives Unit was expanded along the lines established in 1950. The main activity was the retirement of obsolete material, which amounted to some 15,500 files. In addition, disposition was made of 1,075 dormant files forwarded to Ottawa by the Canadian Embassies in Washington and Paris. A further collection of correspondence going back to 1893 was received from the Office of the High Commissioner in London and examined for anything of historical value.

The most important single event was the decision to microfilm the files of the Passport Office, which constitute by far the biggest volume of records in the Department's custody. The microfilming will take over a year to complete and will eliminate approximately 1,500,000 files; about 100,000 files were reduced to microfilm in 1951.

Guidance furnished to posts abroad permits them to dispose of obsolete and ephemeral material. Individual posts have made progress during the year and are putting this programme on a systematic, continuing basis.

Useful material on the methods employed in records management by the governments of several of the more important countries has been obtained for the guidance of the Department and the inter-departmental Public Records Committee.

Measures have been taken to ensure better classification and preservation of records of special value such as treaty records.



### **Library and Press Clipping Services**

The Department's Library specializes in works dealing with international relations, but contains also a comprehensive collection of books on history, economics and political science. Over 220 periodicals and newspapers are subscribed to and circulated within the Department.

A major activity of the Library is the classification and distribution of documents from foreign governments and international organizations. During the year, more than 100,000 documents have been received from the United Nations, the Specialized Agencies and the Organization for European Economic Co-operation. The number of reports and other papers received from other governments has exceeded 16,600.

In 1950, a survey of the Library was conducted by an expert of the Library of Parliament, who submitted a number of recommendations. In the course of 1951, every effort was made to implement these recommendations. The staff was strengthened, new sections were set up and an extensive re-classification and re-cataloguing of material was undertaken.

Each post abroad maintains a library including standard reference works, books on the country in which it is located and Canadian publications. During 1951, the regulations governing these libraries were thoroughly revised.

Measures have been taken to effect a substantial cut in the expense of the Press Clipping Service without impairing its efficiency.

## XII

### Consular Affairs

#### 1. Assistance to Canadians Abroad

A number of Canadian citizens stranded and destitute abroad were assisted with funds on a recoverable basis. They included a small group of persons who, after living for many years in Roumania, were expelled on short notice by the authorities of that country. With the co-operation of the United Kingdom consular authorities and Canadian posts en route, these people were repatriated.

The Department has been much concerned throughout the year with the difficulties of Canadian citizens in China. At the beginning of the year, there were still about 400 Canadians in that country, the great majority of whom were missionaries and their dependents. By the close of the year, voluntary departures and expulsions had reduced the number to about 200. The welfare of a small number of Canadians held in custody by the Chinese communist authorities continues to be a subject of anxiety. The United Kingdom Chargé d'Affaires in Peking, in the absence of direct Canadian diplomatic representation in China, has made repeated representations on their behalf.

During the year, much time was occupied in advising Canadian citizens concerning their liability for service in the United States forces.

#### 2. Co-operation with Other Departments

The movement of Canadian armed forces to Europe for the North Atlantic Treaty Organization and increased Canadian naval and air activities abroad have given rise to increased consular activity.

In co-operation with the Department of Citizenship and Immigration, agreements were made with the Governments of India, Pakistan and Ceylon, permitting the admission to Canada of selected immigrants from those countries on a limited basis.

Also in co-operation with that Department, agreement was reached with the Government of Austria by which, in exchange for favourable treatment shown to Canadian citizens travelling in Austria, citizens of that country might visit Canada on multi-entry visas granted free of charge and valid for a period of twelve months.

Officers of the Department have continued to represent the Department of Citizenship and Immigration at Posts where that Department is not directly represented.

#### 3. Registration of Canadians Abroad

During the year, the practice of encouraging the voluntary registration of Canadian citizens residing abroad was formalized and necessary administrative arrangements were made. Over 4,000 Canadians have so far registered at posts abroad other than those in the United Kingdom and the United States. The information obtained provides accurate data concerning the status of persons who may seek protection or assistance and ensures the ready availability of records both in Ottawa and abroad in the event of emergency.

#### 4. Passports, Visas and Certificates of Identity

During the fiscal year ending March 31, 1951, 67,513 passports were issued and, of this total, 62,545 were issued by the Passport Office in Ottawa. During the same period, the Passport Office issued 2,243 Canadian certificates of identity to bona fide residents of Canada who were unable to obtain national passports or other travel documents, and 366 certificates were renewed. The total revenue for the period was \$317,178. With the exception of the war years, when passports were necessary for travel to the United States, figures for the fiscal year 1950-51 were the highest ever recorded.

On June 30, a new passport regulation was published in the *Canada Gazette* requiring Canadians who intend to visit the Union of Soviet Socialist Republics, Poland, Czechoslovakia, Albania, Bulgaria, Hungary, Roumania, or the Soviet Zone of Occupation in Germany, to notify the Department of their travel plans and intentions and, after reaching any of these countries, to report their arrival and departure to the appropriate Canadian or United Kingdom authorities. This procedure should enable the Department to extend speedy and effective assistance to Canadians who may encounter difficulties.



## XIII

### Organization, Personnel and Administration of the Department

#### 1. Organization

The Secretary of State for External Affairs is the head of the Department. He is assisted by an Under-Secretary (the deputy head of the Department), a Deputy Under-Secretary, three Assistant Under-Secretaries, and officers of various ranks designated as Foreign Service Officers, Consular Officers, Information Officers and Administrative Officers.

In Ottawa, officers below the rank of Assistant Under-Secretary serve in divisions and sections, the names and duties of which are set forth in the Annual Reports for 1949 (pages 9-11) and 1950 (pages 1-2).

Eighteen embassies, eight legations, six high commissioners' offices and twelve consulates or consulates general are now maintained abroad by the Canadian Government. The Canadian diplomatic representatives in Belgium, Norway and Sweden are accredited also to Luxembourg, Iceland and Finland respectively, though legations are not at present maintained in these countries. A liaison mission is stationed in Japan and a military mission in Berlin. Permanent delegations are maintained to the United Nations in New York, to the European Office of the United Nations in Geneva, and to the Organization for European Economic Co-operation in Paris.<sup>1</sup>

#### 2. Personnel

The Annual Report for 1950 dealt in some detail with the recruitment, training, promotion and permanent appointment of both officer and administrative personnel. Only important changes in personnel matters are, therefore, recorded in this year's report.

A detailed survey of the Department's establishment has been completed and recommendations on the numbers and classes of positions required at headquarters in Ottawa and at posts abroad have been submitted to Treasury Board through the Civil Service Commission. After review by the Commission, the Department's recommended officer establishment has been approved by Treasury Board and it is expected that its administrative staff recommendations will shortly be forwarded to Treasury Board by the Commission. Although most units of the Department had been surveyed before April 1, 1951, the Department's recommendations were revised in the light of staff reductions which were made throughout the Government Service at the beginning of the fiscal year 1951-52.

The Department's policy in granting permanent appointment has remained unchanged and the Department has proceeded with the permanent appointment of as many of its eligible employees as possible. By the end of 1950, the number of permanent employees in the Department accounted for 65 per cent of the Department's quota, 769. Since then the proportion has risen to about 71 per cent.

---

<sup>1</sup> See also Chapter X and Appendix A.

As anticipated in the Department's Report for 1950, a new promotion policy for administrative staff has been developed. Its object is to ensure that members of the Department who, by reason of their service abroad, cannot compete in the usual Civil Service promotional competitions, shall still have the same opportunity of promotion as persons serving in Ottawa. To this end, a Promotion Selection Board, composed of three members of the Department and a representative of the Civil Service Commission has been established. It is the responsibility of this Board, whenever a position to which a member of the Department's administrative staff may be promoted falls vacant, to review all those in the Department eligible to receive promotion and to make recommendations to the Under-Secretary. Names of persons considered most deserving of promotion to the vacancy concerned are then forwarded to the Civil Service Commission. This Promotion Board has now met on a number of occasions and the new system appears to be working efficiently.

Postings and transfers of External Affairs staff during the year have been reported in the monthly bulletin of the Department, *External Affairs*.

No Foreign Service Officers were recruited during 1951. The Civil Service Commission, however, held a competition for Officers of grades 1 and 2 on November 30 and December 1. It is expected that some of the successful candidates in this competition will join the Department in the course of 1952. On December 31, the staff of the Department was distributed between Ottawa and posts abroad as follows:

	Ottawa	Abroad	Total
Officers (including heads of mission)...	120	134	254
Administrative Staff.....	469	230	699
Local employees.....	—	332	332
Total.....	589	696	1,285

### 3. Administration

After a full year's operation of the reorganized Finance Division, a further improvement in the financial operations of the Department can be reported. Uniformity in accounting methods and a speeding up of the submission of revenue and expenditure statements from posts abroad have made it possible to reflect these transactions in the Departmental accounts more promptly. This has resulted in a better control which will result in closer estimating. The Department is, at present, financing a few of its posts abroad with local funds received from countries repaying their military relief accounts or with funds received in payment of war reparations, which represents a temporary conservation of Canadian dollars.

The Supplies and Properties Section continued to expand its services to posts abroad during the year and a European Properties Office was established in Paris late in 1951. The Advisory Committee on Properties and Furnishings reviewed the requirements of various posts, particularly in Western Europe. Furnishing programmes for the official residences in Paris and Copenhagen, properties purchased in the previous year, were approved. A new residence for the Ambassador at Belgrade is being furnished. Plans were prepared for a residence in Rome. These projects are being financed through the settlement of military relief credits.

New office premises were leased in Bonn, Brussels and Caracas. Of the total number of posts maintained by the Department abroad, there are 14 where the Canadian Government owns property.

During 1951, progress was made in correcting the allowance structure of the Department by filling existing gaps and by adjusting allowances to meet more closely the purposes for which the Canadian foreign service allowances are designed.

The introduction of new equipment and new methods in communications has enabled the Department to carry on its business abroad with considerably less staff and at less cost.

With the co-operation of the Department of Veterans Affairs, it has been possible to make use of that Department's office machines, by the installation of a punch card system. This arrangement has resulted in a considerable saving and has had the immediate effect of a sharp reduction in the hours taken to prepare the estimates. At the same time, the Department has taken measures to make greater use of electrical dictating equipment with a consequent saving in staff and increase in efficiency.



## XIV

### Canadian Representation at International Conferences<sup>1</sup>

The Department, through its International Conferences Section, is responsible for co-ordinating Canadian participation in international conferences. Decision as to Canadian participation is made by the Secretary of State for External Affairs or, where appropriate, by the Cabinet, upon the recommendation of the Department concerned.

In 1951, the Canadian Government was represented at 146 conferences and meetings. This figure does not include the numerous sittings of various standing boards, committees and commissions on which Canada is represented by a permanent member. Nor does it cover meetings where the Department considered that the matter dealt with was of sufficient interest to warrant sending only an unofficial observer.

Four of the conferences attended were summoned by governments, 105 by inter-governmental organizations and twenty-seven by non-governmental organizations. Of those summoned by inter-governmental organizations, twenty-one were summoned by the United Nations and its main organs and forty-six by the United Nations Specialized Agencies.

Ninety-four of the 146 conferences attended were held in Europe, of which twenty-four were at Geneva, eighteen at Paris and fourteen at London. Forty conferences were held in the Western Hemisphere, of which nine were held at New York, seven at Washington, two at Montreal and four at Ottawa. Eight conferences met in South Asia and Australia.

---

<sup>1</sup> For a chronological list of the conferences and meetings attended by Canadian representatives and for the names of the representatives, see the 1951 issues of *External Affairs*, the monthly bulletin of the Department.

## Appendix A

### Posts Maintained Abroad by the Department<sup>1</sup>

Name of Country	Nature of Post
Argentina	Embassy
Australia	High Commissioner's Office
Belgium	Embassy
Brazil	Embassy
China	Consulate General (Shanghai)
Chile	Embassy
Cuba	Embassy
Czechoslovakia	Legation
Denmark	Legation
France	Embassy
Germany	Embassy (Bonn), Military Mission (Berlin), Consulate (Frankfurt)
Greece	Embassy
India	High Commissioner's Office
Ireland	Embassy
Italy	Embassy
Japan	Liaison Mission
Mexico	Embassy
Netherlands	Embassy
New Zealand	High Commissioner's Office
Norway	Legation
Pakistan	High Commissioner's Office
Peru	Embassy
Poland	Legation
Sweden	Legation
Switzerland	Legation
Turkey	Embassy
Union of South Africa	High Commissioner's Office
Union of Soviet Socialist Republics	Embassy
United Kingdom	High Commissioner's Office
United States of America	Embassy (Washington), Consulates General (Boston, Chicago, New York, and San Francisco), Consulate (Detroit), and Vice-Consulate (Portland, Maine)
Venezuela	Consulate General
Yugoslavia	Embassy
<b>Name of Organization</b>	
United Nations	Permanent Delegations (New York and Geneva)
Organization for European Economic Co-operation	Permanent Delegation (Paris)

<sup>1</sup> The Department does not maintain posts in Iceland, Finland and Luxembourg, but ministers are accredited to these countries, *viz.*, the Minister to Norway, to Iceland; the Minister to Sweden, to Finland; and the Ambassador to Belgium, to Luxembourg.

## Appendix B

### Diplomatic Missions in Canada\*

Name of Country	Nature of Post
Argentina	Embassy
Australia	High Commissioner's Office
Belgium	Embassy
Brazil	Embassy
Chile	Embassy
China	Embassy
Cuba	Embassy
Czechoslovakia	Legation
Denmark	Legation
Finland	Legation
France	Embassy
Germany	Embassy
Greece	Embassy
India	High Commissioner's Office
Ireland	Embassy
Italy	Embassy
Mexico	Embassy
Netherlands	Embassy
New Zealand	High Commissioner's Office
Norway	Legation
Pakistan	High Commissioner's Office
Peru	Embassy
Poland	Legation
Sweden	Legation
Switzerland	Legation
Turkey	Embassy
Union of South Africa	High Commissioner's Office
Union of Soviet Socialist Republics	Embassy
United Kingdom	High Commissioner's Office
United States of America	Embassy
Uruguay	Legation
Yugoslavia	Embassy

\*Iceland and Luxembourg do not maintain diplomatic missions in Canada but their Ministers to the United States are also accredited to Canada.



## **Inter-Governmental International Organizations of Which Canada is a Member**

### **Canada-United Kingdom**

Canada-United Kingdom Continuing Committee on Trade and  
Economic Affairs

### **Canada-United States**

International Boundary Commission  
International Fisheries Commission (Halibut)  
International Ice Observation and Ice Patrol Service in the North  
Atlantic Ocean  
International Joint Commission  
International Pacific Salmon Fisheries Commission  
Joint United States-Canada Industrial Mobilization Committee  
Permanent Joint Board on Defence

### **Commonwealth of Nations**

Commonwealth Advisory Aeronautical Research Council  
Commonwealth Agricultural Bureaux  
Commonwealth Air Transport Council  
Commonwealth Economic Committee  
Commonwealth Shipping Committee  
Commonwealth Telecommunications Board  
Imperial War Graves Commission  
South Pacific Air Transport Council

### **Inter-Allied Organizations**

Far Eastern Commission  
Inter-Allied Reparations Agency  
Inter-Allied Trade Board for Japan  
Restitution Advisory Committee

### **Inter-American Organizations**

Commissions on Geography and on Cartography of the Pan-American  
Institute of Geography and History  
Inter-American Conference on Social Security  
Inter-American Radio Office  
Postal Union of the Americas and Spain

### **Other Organizations**

Central Bureau, International 1:1,000,000 Map of the World  
Consultative Committee on Economic Development in South and  
Southeast Asia  
General Agreement on Tariffs and Trade  
International Bureau of Weights and Measures  
International Committee of Military Medicine and Pharmacy  
International Cotton Advisory Committee

International Customs Tariffs Bureau  
International Hydrographic Bureau  
International Institute of Refrigeration  
International Materials Conference  
International Rubber Study Group  
International Tin Study Group  
International Union for the Protection of Industrial Property  
International Union for the Protection of the Rights of Authors  
and their Literary and Artistic Works  
International Whaling Commission  
International Wheat Council  
International Wool Study Group  
North Atlantic Treaty Organization  
Organization for European Economic Co-operation (as an associate  
member only)  
Preparatory Committee of the Proposed Inter-Governmental Maritime  
Consultative Organization  
United Nations (including the International Court of Justice)

### **Specialized Agencies of the United Nations**

Food and Agriculture Organization (FAO)  
International Bank for Reconstruction and Development (IBRD)  
International Civil Aviation Organization (ICAO)  
International Labour Organization (ILO)  
International Monetary Fund (IMF)  
International Refugee Organization (IRO)  
International Telecommunications Union (ITU)  
United Nations Educational, Scientific and Cultural Organization  
(UNESCO)  
Universal Postal Union (UPU)  
World Health Organization (WHO)  
World Meteorological Organization (WMO)

### Treaties, Conventions and Other International Agreements Concluded by Canada During 1951

#### 1. Multilateral Agreements

*Third Additional Supplementary Protocol* to the Brussels Agreement of December 5, 1947, relating to the Resolution of Conflicting Claims to German Enemy Assets, to the First Protocol, signed in Brussels on February 3, 1949, and to the Second Protocol, signed in Brussels on May 10, 1950, Additional to that Agreement. Signed at Brussels, January 24, 1951. In force January 24, 1951.

*Declaration* on the Continued Application of the Schedules to the General Agreement on Tariffs and Trade. Signed at Torquay, April 21, 1951. In force April 21, 1951.

*Fifth Protocol* of Rectifications to the General Agreement on Tariffs and Trade. Signed at New York, May 7, 1951. Not yet in force.

*Torquay Protocol* to the General Agreement on Tariffs and Trade. Signed at New York, May 7, 1951. In force June 6, 1951.

*Decisions* agreeing to the Accession of Austria, the Federal Republic of Germany, Korea, Peru, the Philippines and Turkey to the General Agreement on Tariffs and Trade. Signed at New York, May 7, 1951. In force June 21, 1951.

*Agreement* between the Parties to the North Atlantic Treaty regarding the Status of their Forces. Signed at London, June 19, 1951. Not yet in force.

*Union Convention* of Paris, March 20, 1883, for the Protection of Industrial Property, revised at Brussels, December 14, 1900; at Washington, June 2, 1911; at The Hague, November 6, 1925, and at London, June 2, 1934. Instrument of Accession of Canada deposited June 26, 1951. In force for Canada July 30, 1951.

*Treaty of Peace* with Japan. Signed at San Francisco, September 8, 1951. Not yet in force.

*Agreement* on the Status of the North Atlantic Treaty Organization, National Representatives and International Staff. Signed at London, September 20, 1951. Not yet in force.

*Protocol* to the North Atlantic Treaty on the Accession of Greece and Turkey. Signed at London, October 17, 1951. Not yet in force.

*Agreement* for the Preparation and Adoption of the New International Frequency List for the Various Services in the Bands between 14 kc/s and 27,500 kc/s, with a view to bringing into force the Atlantic City Table of Frequency Allocations. Signed at Geneva, December 3, 1951. Not yet in force.

*International Plant Protection Convention*. Signed at Rome, December 6, 1951. Not yet in force.

#### 2. Bilateral Agreements

##### Belgium

*Agreement* concerning War Graves between the Commonwealth and Belgium. Signed at Brussels, July 20, 1951. In force July 20, 1951.

##### Ceylon

*Exchange of Notes* constituting an Agreement regarding the Entry to Canada for Permanent Residence of Citizens of Ceylon. Signed at London, January 26 and April 24, 1951. In force April 24, 1951.

##### France

*Agreement* relating to the Terms of Compensation of Canadian Interests in Nationalized Gas and Electricity Undertakings in France. Signed at Paris, January 26, 1951. In force January 26, 1951.

*Agreement* for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with respect to Taxes on Income. Signed at Paris, March 16, 1951. Not yet in force.



*Agreement and Protocol for the Avoidance of Double Taxation and the Prevention of Fiscal Evasion with respect to Succession Duties.* Signed at Paris, March 16, 1951. Not yet in force.

*Exchange of Notes* constituting an Agreement for the Settlement of Canada's Claim in respect of Military Relief and the Claim of France in respect of French Vessels requisitioned by Canada during the War. Signed at Ottawa, June 26 and July 4, 1951. In force July 4, 1951.

*Agreement concerning War Graves between the Commonwealth and France.* Signed at Paris, October 31, 1951. In force October 31, 1951.

*Exchange of Notes* constituting an Agreement abrogating the Agreement of March 22, 1946, concerning the Release of certain Private Property from Government Control. Signed at Ottawa, November 13 and December 8, 1951. In force December 8, 1951.

## ICAO

*Agreement regarding the Headquarters of the International Civil Aviation Organization.* Signed at Montreal, April 14, 1951. In force May 1, 1951.

## India

*Exchange of Notes* constituting an Agreement concerning the Entry to Canada for Permanent Residence of Citizens of India. Signed at Ottawa, January 26, 1951. In force January 26, 1951.

*Exchange of Notes* constituting an Agreement giving Formal Effect to the Statement of Principles agreed between the two Countries for Co-operative Economic Development of India. Signed at New Delhi, September 10, 1951. In force September 10, 1951.

## Ireland

*Exchange of Notes* constituting an Agreement amending the Annex to the Air Agreement of August 8, 1947. Signed at Dublin, July 9, 1951. In force July 9, 1951.

## Italy

*Exchange of Notes* constituting an Agreement for the Settlement of certain Canadian War Claims and the Release of Italian Assets in Canada. Signed at Ottawa, September 20, 1951. Not yet in force.

## Netherlands

*Agreement concerning War Graves between the Commonwealth and the Netherlands.* Signed at The Hague, July 10, 1951. In force July 10, 1951.

## Pakistan

*Exchange of Notes* constituting an Agreement giving Formal Effect to the Statement of Principles agreed between the two Countries for Co-operative Economic Development of Pakistan. Signed at Karachi, September 10, 1951. In force September 10, 1951.

*Exchange of Notes* constituting an Agreement regarding the Entry to Canada for Permanent Residence of Citizens of Pakistan. Signed at Karachi, October 23, 1951. In force October 23, 1951.

## Sweden

*Agreement for the Avoidance of Double Taxation and the Establishment of Rules for Reciprocal Fiscal Assistance in the matter of Income Taxes.* Signed at Ottawa, April 6, 1951. In force September 1, 1951.

## Turkey

*Exchange of Notes* constituting an Agreement on the Issuance of Multi-Entry Visas to Diplomatic Representatives and Officials. Signed at Ottawa, February 9, 1951. In force March 10, 1951.

## Union of South Africa

*Exchange of Notes* constituting an Agreement regarding the Temporary Suspension of the Margin of Preference on Unmanufactured Logs. Signed at Ottawa, January 3 and 16, 1951. In force January 1, 1951.

*Exchange of Notes* constituting an Agreement concerning the Avoidance of Double Taxation on Income derived from the Operation of Ships and Aircraft. Signed at Pretoria, November 26, 1951. Not yet in force.

## United Kingdom

*Financial Agreement.* Signed at Ottawa, June 29, 1951. In force June 29, 1951, with retroactive effect from January 1, 1951.

*Exchange of Notes* constituting an Agreement extending to Certain Colonial Territories the Double Taxation Agreement of June 5, 1946. Signed at Ottawa, July 27 and August 14, 1951. In force September 25, 1951.

## United States of America

*Convention* relating to the Operation by Citizens of either Country of Certain Radio Equipment or Stations in the other Country. Signed at Ottawa, February 8, 1951. Not yet in force.

*Exchange of Notes* constituting an Agreement modifying temporarily the Pacific Ocean Weather Station Programme established by the Agreement of June 22, 1950. Signed at Washington, September 25, 1950, and February 16, 1951. In force February 16, 1951.

*Exchange of Notes* amending the Agreement of March 12, 1942, respecting Unemployment Insurance. Signed at Ottawa, July 31 and September 11, 1951. In force September 11, 1951.

*Exchange of Letters* providing for the Renewal of the Arrangement of 1942 for the Exchange of Agricultural Labour and Machinery. Signed at Ottawa, March 15 and 16, 1951. In force March 16, 1951.

*Exchange of Notes* constituting an Agreement on Civil Defence Co-Ordination. Signed at Washington, March 27, 1951. In force March 27, 1951.

*Exchange of Notes* constituting an Agreement concerning the Disposal of United States Excess Property in Canada. Signed at Ottawa, April 11 and 18, 1951. In force April 18, 1951.

*Supplementary Convention* to the Supplementary Convention between Her Majesty and the United States of America for the Mutual Extradition of Fugitive Criminals, signed at Washington, December 13, 1900. Signed at Ottawa, October 26, 1951. Not yet in force.

## Venezuela

*Exchange of Notes* constituting an Agreement renewing the Terms of the "Modus Vivendi" of October 11, 1950, for a Period of one Year. Signed at Caracas, October 10 and 11, 1951. In force October 11, 1951.

## Appendix E

### Publications of the Department

#### I. Printed Publications<sup>1</sup>

*Annual Report of the Department of External Affairs.* A report on the activities of the Department submitted each year to Parliament. (Canada and the United States, 25 cents; other countries, 30 cents.)

*Canada Treaty Series.* Text of the treaties, conventions and agreements concluded between Canada and other countries. (Canada and the United States, 25 cents; other countries, 30 cents.)

*Canadian Representation Abroad and Representatives of Other Countries in Canada.* Published quarterly. (Canada and the United States, 25 cents; other countries, 30 cents.)

*Conference Series.* Reports on the proceedings of certain international conferences in which Canada has participated since 1945. (Canada and the United States, 50 cents; other countries, 60 cents.)

*Diplomatic and Consular Representatives in Ottawa.* Published quarterly. (Canada and the United States, 15 cents; other countries, 20 cents.)

*External Affairs.* A monthly bulletin providing reference material on Canada's external relations and reports on the current work of the Department. (\$1.00 a year; students, 50 cents.)

*White Paper. Documents on the Korean Crisis.* Submitted to Parliament on January 31, 1951, and supplementing the report entitled *Canada and the Korean Crisis* submitted to Parliament on September 1, 1950. (Canada and the United States, 25 cents; other countries, 30 cents.)

*Special Publication. Canada from Sea to Sea.* An illustrated booklet for distribution abroad dealing in popular style with the history, geography and, economic, social and artistic life of Canada. Published in English, French, Spanish, Italian and Portuguese. Editions in Dutch, Danish, and German will be available in 1952. (Canada, 25 cents.)

#### II. Mimeographed Reference Material

*Canadian Weekly Bulletin.* A survey of the week's Canadian events.<sup>2</sup>

*Fact Sheets.* A set of twenty one-page documents dealing with such subjects as Canadian history, transportation, foreign trade, etc.<sup>3</sup>

*Reprints.* Articles on Canada reprinted, with the permission of the publisher and author, from various sources, chiefly from Canadian periodicals.<sup>2</sup>

*Reference Papers.* Background material on Canada and Canadian activities.<sup>3</sup>

*Statements and Speeches.* Texts of important official statements on external or domestic affairs.<sup>3</sup>

---

<sup>1</sup> May be obtained in both English and French from the Queen's Printer, Ottawa.

<sup>2</sup> Distributed outside Canada only.

<sup>3</sup> Items in this series which deal with international affairs are distributed in Canada as well as abroad. They may be obtained from the Information Division, Department of External Affairs, Ottawa.











Gov. Doc  
Can  
E

EA

A55

**REPORT**  
*of the*  
**DEPARTMENT OF**  
**EXTERNAL AFFAIRS**

**1952**



CANADA



**REPORT**  
of the  
**DEPARTMENT OF**  
**EXTERNAL AFFAIRS**  
**1952**

Submitted to Parliament under the Provisions of the  
Department of External Affairs Act



Canada

Edmond Cloutier, C.M.G., O.A., D.S.P.  
Queen's Printer and Controller of Stationery  
Ottawa, 1953

*Price: 25 cents*





## FOREWORD

During 1952, the danger signs from the point of view of maintenance of world peace had not disappeared, but the world had still been spared the disaster of global war. This avoidance of catastrophe has not been accidental. It is primarily due to the fact that those peoples and governments which link peace with freedom have become collectively stronger and have supported positive policies in crucial areas where the threat to world peace is most direct, and where situations exist which contain in themselves the seeds of global war. Canada has played a part in this process by strengthening itself, and by co-operating with others through the regular channels of diplomacy, through the United Nations, and through the North Atlantic Treaty Organization.

Throughout the year, Korea has been the focus of the energies and thoughts of all nations, especially those whose forces have already successfully resisted aggression there, and who are striving through the United Nations to restore peace in that area. The negotiations at Panmunjom, which began in 1950, continued throughout the year, and agreement on the terms of an armistice was reached on all but one outstanding issue, the disposition of prisoners of war. Because of failure to reach agreement on this issue, the armistice talks were recessed on October 8, 1952.

The seventh session of the General Assembly, which began on October 14 and was adjourned on December 21 to be resumed in the new year, reflected this deep concern with Korea. At the beginning of the session it was agreed unanimously that the Korean issue should be given priority. The debate on this issue centered around the one remaining obstacle to the achievement of an armistice—the repatriation of prisoners-of-war. The resolution on Korea, originally sponsored by the Government of India, which fifty-four members of the General Assembly approved on December 3, represented an important and constructive move to solve this question. It reflected a full and free exchange of views between members of the United Nations, and was a consensus of these views arrived at after lengthy negotiation and discussion. If it had been accepted, it could have brought the fighting in Korea to an end without delay. Communist governments and leaders and their followers in other countries, including our own, who now express interest in ending the bloodshed and destruction in Korea, had an opportunity to prove the sincerity of their words when the resolution on Korea was before the Assembly. They exposed the hypocrisy of their own peaceful protestations when they rejected this Korean resolution in scornful and violent terms.

Despite this rejection, I am convinced that the efforts which we have made have not been in vain and that they represent an important United Nations achievement. For one thing, we would have failed in our responsibility to our world organization and its principles had we not made the attempt. For another, it has been demonstrated that nearly every member of the United Nations except the Soviet bloc—and China—was prepared to support a proposal which, consistent with United Nations principles,

would have provided the basis for an armistice and eventual peace in Korea. To bring the fighting in Korea to an end and to move forward into the positive phases of reconstruction and peaceful settlement is still, therefore, the great challenge which faces the United Nations.

The other major question which occupied the attention of the United Nations during the year arose from colonial and racial issues. Here the problem was to achieve a reconciliation of the principle of the domestic jurisdiction of sovereign states, and the responsibility of some of them for the administration of dependent peoples in their progress toward self-government, with the legitimate interest of the United Nations in human rights and freedom for all peoples. These issues were fully and freely discussed at the seventh session and on the whole with moderation and a sense of responsibility. There were signs of a growing realization that our differences rest more on questions of means than of ends, more on the pace of progress than on the ultimate destination, about which there is an increasing measure of agreement.

In the search for a solution to these great international problems the nations of the Commonwealth worked closely together, even when they were not able to agree. Indeed, during the year the Commonwealth again demonstrated its strength and resilience in many fields of common endeavour. The lamented death of King George VI, and the accession of Queen Elizabeth, demonstrated in sorrow and in loyalty the strength of the association which links the countries of the Commonwealth to and through the Crown. The ties between old and new members of the Commonwealth have been strengthened throughout the year, participation in the Colombo Plan, for instance, providing a new and important link.

The meeting of Prime Ministers and Finance Ministers of Commonwealth Governments at the close of the year represented a sincere and constructive effort to examine and resolve the economic and financial problems of the sterling area with a view to increasing trade and fostering development within the Commonwealth, and between Commonwealth and other countries.

In Europe, the trend has continued toward more and closer co-operation, not only in collective defence but in the economic and political fields as well. During the year there were a number of important developments to this end. These included the contractual arrangements with the Federal German Republic, the treaty establishing the European Defence Community within the NATO framework, and the coming into effect of the European Coal and Steel Community Treaty. Still other measures providing for closer political unity have been under discussion in the Council of Europe and elsewhere. This movement towards European unity has not been easy or swift, and the obstacles in the way of further progress remain considerable. Old traditions of exclusive national sovereignty and memories of earlier strife persist. True, they are being transformed into new forms of co-operation and new loyalties; but this cannot be achieved over night.

Canada is concerned in these developments in Western Europe because our defence lines now run through that area, and because of our interest in the emerging Atlantic community. Our participation in the work of NATO and the presence of Canadian defence forces in Western Europe are witness to that concern.



Relations with our neighbour, the United States, have continued along their traditional close and friendly lines. They encompass many fields of common action and include an ever-increasing number of problems of mutual concern.

These problems arise in part out of the strong and responsible leadership which the United States is giving the peaceful coalition of free nations—in which Canada is playing a worthy part. They arise also from the growing importance and complexity of the defence, economic and commercial relations between the two countries.

The fact that most of these problems and differences between the two countries are resolved without too much difficulty, and often without any publicity, is a tribute to the good neighbourly relations that have been established between the two peoples. This should not obscure the fact, however, that problems continue to exist. One of the most important of them is the St. Lawrence Project on which progress in planning has been made during the year. The two governments agreed on arrangements for the construction and operation of power works by Ontario in co-operation with an appropriate United States authority, and for a Canadian authority to proceed with the Seaway.

During the year, the North Atlantic Treaty Organization continued to consolidate and strengthen its collective effort for peace and security. The two Council meetings held during 1952 at Lisbon and at Paris, the new permanent headquarters, reflected the growing solidarity of the member nations, which now include Greece and Turkey. They also reflected the pattern of intimate consultation and mutual assistance which increasingly marks the relationships between the participating states, not only in the field of military defence, but also in the broader political, economic, and social fields which underlie arrangements for the common defence. The Paris meeting in December provided, among other things, for preliminary consideration of the progress of the Annual Review of force requirements and political and economic capabilities. The Council noted that the increase in forces agreed to at Lisbon had been substantially achieved by the end of 1952, and that it was planned to make further efforts in 1953, both individually and collectively, to strengthen the forces now in being. Consideration of the final report on the Annual Review will not be possible, however, until the spring of 1953.

In the final communiqué of the Paris meeting, the NATO Council affirmed that if some improvement has taken place in the general international situation, this should be attributed to the efforts which member governments have made to increase their collective strength and their unity since the foundation of the alliance. Any relaxation in these efforts would mean a corresponding increase in the dangers to which they are still exposed.

For Canada, situated at the geographic crossroads of the modern world, foreign policy and defence policy are interrelated. Both are directed to the same end—the maintenance of peace and the establishment of security. National security, however, is inseparable from the security of the free world. To achieve this, vigilance and patience, unity and strength, will be required.

Peace and security are not, however, acquired automatically, but will result only from the steady and continuous pursuit of, and adherence to

constructive policies. This requires a realistic understanding of the menace of communist imperialism, to meet which the free world must persist in collective efforts to prevent aggression and, equally important, to strengthen the economic and moral basis on which a strong defence must rest. It requires also a never-ending search for genuine opportunities to reduce tension and settle outstanding issues through negotiation and conciliation. It is in this context that Canadian external policy during the past year, whether expressed in our direct relations with other states or in our membership in the United Nations or NATO, should be judged.

A handwritten signature in dark ink, reading "L B Pearson". The signature is fluid and cursive, with the first letters of each name being capitalized and prominent.

Secretary of State  
for External Affairs.

OTTAWA, February 7, 1953.

# CONTENTS

	PAGE
FOREWORD .....	iii
CHAPTER:	
I. United Nations and Specialized Agencies .....	1
II. North Atlantic Treaty Organization .....	4
III. Commonwealth Countries and the Republic of Ireland ..	8
IV. Europe and Middle East .....	11
V. The Americas .....	16
VI. Eastern Asia .....	21
VII. Defence Affairs .....	25
VIII. Economic Affairs .....	26
IX. Legal Affairs .....	32
X. Protocol .....	35
XI. Information, Liaison with the Press, and Historical Research and Reports .....	38
XII. Consular Affairs .....	42
XIII. Organization, Personnel, and Administration of the Department .....	44
XIV. Canadian Representation at International Conferences ..	47
APPENDIX:	
A. Canadian Diplomatic and Consular Posts Abroad .....	48
B. Diplomatic Missions in Canada .....	49
C. Inter-governmental International Organizations of which Canada is a Member .....	50
D. Treaties, Conventions and Other International Agree- ments Concluded by Canada during the Year ....	52
E. Publications of the Department .....	55



The Honourable L. B. PEARSON, M.P.,  
Secretary of State for External Affairs.

This forty-third yearly account of the affairs, proceedings and transactions of the Department of External Affairs—which covers the calendar year 1952—is submitted to you for tabling in Parliament in accordance with the provisions of the statute establishing the Department.

The account falls into fourteen chapters. The first two chapters are a summary of the participation of Canada in the United Nations and the North Atlantic Treaty Organization. Chapters III to VI constitute a review of the relations of Canada within the Commonwealth and, continent by continent, with the other countries. In chapters VIII to XIV are set forth, on a functional basis, the defence, legal, consular and other principal affairs dealt with by the Department.

Annexed to the report are five appendices listing the countries with which Canada maintains direct diplomatic or consular relations, the countries which maintain diplomatic missions in Canada, the inter-governmental international organizations of which Canada is a member, the treaties concluded by Canada during the year, and the publications of the Department.

I take this opportunity to express my appreciation of the diligence and devotion with which all members of the Department, both at home and abroad, have carried out their duties.

L. D. WILGRESS,  
*Under-Secretary of State  
for External Affairs.*

OTTAWA, January 20, 1953.

# REPORT OF THE DEPARTMENT OF EXTERNAL AFFAIRS, 1952

---

## I

### THE UNITED NATIONS AND THE SPECIALIZED AGENCIES

#### 1. THE UNITED NATIONS

A survey of the participation of Canada in the United Nations during the first half of 1952, including a description of the work done at the sixth session of the General Assembly, will be found in the departmental publication *Canada and the United Nations 1951-52*.

The seventh session of the General Assembly opened in the newly completed United Nations buildings in New York on October 14 and was still in session at the end of the year. Mr. L. B. Pearson, Secretary of State for External Affairs, was elected President of the Assembly.

On November 10, Mr. Trygve Lie submitted to the General Assembly his resignation as Secretary-General of the United Nations, giving as his reasons for this action his original desire to retire in 1950, the containment achieved by United Nations forces of the aggression in Korea, and his desire to ensure that nothing should stand in the way of agreement on the end of Korean hostilities. An item entitled "The appointment of the Secretary-General" was added to the agenda of the Assembly.

The most important item discussed at the seventh session was the problem of a Korean armistice. A resolution originally proposed by India and designed to provide a basis for solving the question of repatriation of prisoners of war, the only outstanding issue preventing an armistice, was adopted by the General Assembly on December 3, by a vote of 54 in favour, 5 against (the Soviet bloc) and one abstention (Nationalist China). The Canadian Delegation voted for this resolution and it took an active part in the negotiations and discussions which preceded its adoption. The President of the Assembly transmitted the resolution to the Foreign Ministers of the Peking Government and of the North Korean authorities with an appeal for its acceptance. Subsequently, both the Peking and the North Korean authorities rejected the resolution.<sup>1</sup>

In addition, several other items of a contentious nature were on the agenda. The states which were unsuccessful earlier in the year in having a special session of the Assembly called to consider the Tunisian question submitted items concerning conditions in Tunisia and in Morocco, and these items were added to the Assembly's agenda. An item dealing with race conflict in the Union of South Africa was also included in the agenda.<sup>2</sup>

---

<sup>1</sup> A more detailed account of this question may be found in Chapter VI (Eastern Asia).

<sup>2</sup> Further details of these discussions are contained in Chapters III and IV.

The Security Council, at its meetings in August and September, discussed without making any progress the question of admission of new members, and heard the repetition of Soviet charges of bacteriological warfare and a Soviet refusal to agree to an impartial investigation of those charges. The United Nations mediator, Dr. Frank Graham, has continued his efforts to bring about a solution of the Kashmir problem, and his latest report to the Security Council describes the negotiations with Indian and Pakistani Representatives which took place in Geneva in September.

In the Disarmament Commission, established by the General Assembly at its sixth session, the positions of the Soviet Union and the Western powers remain unreconciled. It had been hoped that the Commission might be able to make a new co-ordinated start on the problem of both conventional and atomic weapons, but it has made little or no progress. Heaviest responsibility for this must rest with the Soviet Delegation, which has consistently refused to discuss seriously any of the important proposals submitted by the Western powers, and has advanced no new suggestions. The Canadian representative on the Commission has expressed general support for a proposal made in May by France, the United Kingdom and the United States that all the armed forces of the United States, the U.S.S.R. and China should each be limited to between 1 million and 1.5 million men, that those of the United Kingdom and France should each be limited to between 700,000 and 800,000, and that those of all other states should be less than one per cent of their population and "less than current levels, except in very special circumstances."

The Collective Measures Committee, of which Canada was a member, continued its studies of possible methods which might be used to maintain and strengthen international peace and security in accordance with the purposes and principles of the Charter. Canada reaffirmed its support of the principles of collective measures under United Nations auspices but made known that, having regard to existing commitments in Korea and the obligations arising out of participation in the collective defence effort of the North Atlantic Treaty Organization, it did not at present contemplate the recruiting and organization of further units of its armed forces for service with the United Nations. Present Canadian legislation would enable the Canadian Government to carry out such economic and financial measures against an aggressor as might be called for by the United Nations, provided they were considered appropriate by the Government and approved by Parliament.

Canada completed a three year term as a member of the Economic and Social Council at the end of December 1952. Only one regular session of the Council (the 14th) was held in 1952. It met in New York on May 20 and closed on August 1, having dealt with a heavy agenda. The Council requested the International Bank to continue its examination of a proposal to set up an International Finance Corporation for the purpose of helping to finance productive private enterprise in under-developed areas through equity investments and through loans without government guarantees. The Bank was also requested, in the light of this examination and consultation, to seek the views of its member governments on the desirability of establishing such a corporation, and to inform the Council during 1953 of the action taken. The Council, in furtherance of a General Assembly resolution, decided to set up an



expert committee to draft detailed plans for an international development fund for low interest, long-term loans to under-developed countries. It discussed a report on the world social situation, and called for suggestions and recommendations of the Specialized Agencies and governments for a programme of action in the social field<sup>1</sup>.

Canada's contribution to the United Nations for the year amounted to \$1,361,000; to the Specialized Agencies \$1,167,635; to the United Nations Expanded Programme of Technical Assistance \$750,000; to the United Nations Relief and Works Agency for Palestine Refugees \$600,000; and to the United Nations Children's Emergency Fund \$500,000—a total of \$4,378,635.

## 2. THE SPECIALIZED AGENCIES<sup>2</sup>

Accounts of the activities of the various Specialized Agencies for the eighteen months ended June 30, may be found in *Canada and the United Nations 1951-52*. The 1952 meetings of the Assembly of the World Health Organization, of the General Conference of the International Labour Organization and of the Assembly of the International Civil Aviation Organization were held during the first half of the year. The final meeting (9th Session) of the General Council of the International Refugee Organization was held in February and the Organization went into liquidation on March 1. During the second half of the year, the Conference of the Food and Agriculture Organization was held in Rome, and the General Conference of the United Nations Educational, Scientific and Cultural Organization in Paris<sup>3</sup>.

Canada was represented at the 13th Congress of the Universal Postal Union held in Brussels from May 14 to July 12. The Congress renewed the Universal Postal Convention and its subsidiary agreements after careful review, and both Convention and agreements are now being studied by member governments with a view to ratification. The Congress decided that the 14th Congress would be held in Ottawa in 1957.

---

<sup>1</sup> See Chapter VIII for a reference to the United Nations Technical Assistance Programme.

<sup>2</sup> See also Chapter VIII for the International Civil Aviation Organization and the International Telecommunication Union, and Chapter XI for the United Nations Educational, Scientific and Cultural Organization.

<sup>3</sup> Developments at these meetings will be referred to in the 1952-53 edition of *Canada and the United Nations*.

## II

### THE NORTH ATLANTIC TREATY ORGANIZATION

In the North Atlantic Treaty Organization,—which continued to be the focal point of Canada's participation in the collective defence of the Western world,—further progress was made in building up armed forces adequate to deter aggression, in dealing with the problems of the production and supply of military equipment for these forces, in developing closer co-operation between member countries in non-military spheres, and in improving the structure of the Organization itself. The organization's defensive strength, together with its responsibilities, was increased by the accession of Greece and Turkey. Further steps were taken to assure a German contribution to Western defence.

#### 1. THE NORTH ATLANTIC COUNCIL

The North Atlantic Council met at Lisbon in February. Defence requirements were surveyed in the light of member countries' political and economic capabilities and firm plans were agreed to for the development of forces during 1952, approval was given to changes designed to adapt the Organization to the need for prompt decisions and effective action, and the possibilities of further co-operation in non-military matters were surveyed.

The progress made in carrying out the military plans agreed to at Lisbon was reviewed at a second meeting of the Council attended by Ministers in Paris in December.

Mr. Pearson was Chairman of the Council until succeeded by Mr. Bjørn Kraft of Denmark in September. Lieut.-General Foulkes, Chairman of the Canadian Chiefs of Staff, presided over the Military Committee.

#### 2. MILITARY DEVELOPMENTS

Member countries agreed at Lisbon to create by the end of 1952 a force in Western Europe totalling approximately fifty divisions, of which twenty-five would be active and twenty-five reserve, supported by air forces of some four thousand aircraft and by naval forces designed to protect the Atlantic sea lanes.

Canada's contribution to these forces included units of all three services. It was planned that, by the end of the year, the Royal Canadian Navy would have twenty-four warships available for anti-submarine and coastal service as part of the forces under the newly organized NATO command for the Atlantic. The 27th Canadian Infantry Brigade Group, which had already gone to Europe before the end of 1951, was stationed in Germany and became an integral part of the forces of the Supreme Allied Commander in Europe (SACEUR). In October, a fighter wing,—the first of an air division of the Royal Canadian Air Force to be assigned to SACEUR's Command,—proceeded from its temporary base in the United Kingdom to the airfield in France which had been constructed

for it. With its three squadrons of F-86 Sabre jet aircraft, this unit became one of the best equipped tactical air units at SACEUR's disposal. Arrangements were made for the remaining three wings in the division to go to Europe as soon as airfields in France and Germany were ready for them.

The defensive arrangements of the Organization in the Atlantic took definite shape with the appointment in January of Admiral McCormick as Supreme Allied Commander Atlantic (SACLANT) with headquarters at Norfolk, Virginia. Officers of the Royal Canadian Navy were seconded as members of his Command organization.

General Eisenhower, the Supreme Allied Commander in Europe, retired in May and was succeeded by General Ridgway, previously in command of the United Nations forces in Korea, who was nominated by the President of the United States at the request of the North Atlantic Council. Since taking over his responsibilities, General Ridgway has been active in integrating the national forces into his Command.

### 3. ANNUAL REVIEW

An important feature of the past year was the development of procedures for reconciling military requirements with national, economic and political capabilities. Useful groundwork for this task was provided by the review of member countries' defence plans, which had been carried out for the Lisbon meeting of the Council by the Temporary Council Committee set up at Ottawa in September 1951. It was therefore decided at Lisbon that another Annual Review should be carried out in 1952 to prepare for the approval of future military plans. This review was undertaken by the reorganized Council, with the assistance of the new Central Secretariat and in continuing consultation with the representatives of member countries, and is to be completed early in 1953. A report on the progress of this study was considered at the ministerial meeting of the Council held at Paris in December.

Closely related to the build-up of the North Atlantic Treaty forces has been the increasingly complex problem of providing infrastructure, or fixed military installations required for the common use of these forces. At the Lisbon meeting of the Council, agreement was reached on sharing the cost of the infrastructure programme which would be needed by the forces planned for the end of 1952. The infrastructure requirements for the forces to be developed during 1953 were under study as an integral part of this year's Annual Review.

### 4. MILITARY PRODUCTION

The provision by member countries of the complicated and expensive modern equipment required for the expanding North Atlantic Treaty forces continued to be an important problem. The difficulties in many member countries involved in establishing new production lines and in financing them without undermining those countries' basic economic strength have not in all cases been fully overcome. A major contribution to the equipment of North Atlantic Treaty forces was made through the supply of military equipment and supplies from North America. Equipment deficiencies persisted, however, and, as one means of meeting this problem, the United States embarked, late in 1951, on a substantial programme of off-shore procurement of military supplies in Europe.



This form of aid had the advantage of meeting military equipment needs directly and of maintaining European defence production which otherwise, because of inadequate internal financial resources, might not have been maintained.

The Defence Production Board, which had been primarily concerned with estimating the equipment needs of member countries and suggesting programmes of military production to meet these needs, was discontinued as part of the re-organization of the Council itself and as well as of the Production and Logistic Section of the Central Secretariat. This Section carried out a number of studies of European production capacity in relation to equipment deficiencies, which were of assistance to national governments, and particularly to the United States in connection with the formulation of its off-shore procurement programme.

### 5. MUTUAL AID

In recognition of the economic difficulties involved in raising and maintaining the forces required for the defence of the North Atlantic Treaty area, the United States continued to supply the member countries in Europe with substantial military aid and defence support assistance. Canada also has provided considerable help to these countries in the form of mutual aid programmes, under which substantial quantities of arms and ancillary equipment have been supplied. In 1950 and 1951, Canadian Parliament appropriated a total of \$361 million for the mutual aid programme. In 1952, an additional \$324 million was provided for this purpose. This aid took the form of the training of airmen from other North Atlantic Treaty countries in Canada, the transfer of equipment from stocks held by the Canadian forces, and transfers of new equipment from Canadian defence production. This equipment was allocated in accordance with recommendations from the appropriate North Atlantic Treaty bodies.

### 6. NON-MILITARY ASPECTS

The Council, at its Ottawa meeting, had set up a sub-committee of five (Belgium, Canada, Italy, the Netherlands and Norway) to consider ways and means of achieving the long term objectives, recognized in Article 2 of the North Atlantic Treaty, of developing peaceful and friendly international relations and encouraging mutual economic collaboration. The results of this committee's studies were considered at the Lisbon meeting of the Council and, on their basis, further examination was undertaken by the Organization in particular fields in which co-operation seemed most promising. Since then, there has been an increasingly useful development of consultation within the Organization on political matters of common concern, and special studies have been undertaken in connection with such specific problems as the movement of labour. The decision to carry out another Annual Review was in itself recognition of the importance of economic and political factors in the planning of defensive strength.

### 7. CHANGES IN THE ORGANIZATION

In view of the increasing need for prompt high-level decisions and because of the Organization's complex structure, the Council at Lisbon considered and approved certain organizational changes. It was decided that the Council Deputies should be replaced by the Council in permanent

session, to which the member countries would appoint Permanent Representatives with full authority to carry out their governments' instructions on all aspects of the Organization's activities. To assist in the smooth functioning of this permanent Council and to provide expert advice and co-ordination in the various fields with which the Council was concerned, a Central Secretariat was set up under a civilian Secretary-General who, in the absence of the Chairman of the Council, was to preside over meetings of the Permanent Representatives. Lord Ismay was appointed Secretary-General in March. The permanent headquarters of the Central Secretariat were established in Paris, where the work of all the subordinate bodies of the Council was to be co-ordinated. All standing civilian committees, with the exception of the Planning Board for Ocean Shipping and the Planning Board for European Inland Surface Transport, were replaced, where appropriate, by *ad hoc* committees of the Council. The Standing Group, which continued to reside in Washington, established a liaison office with the Council in Paris.

### 8. GERMANY AND WESTERN DEFENCE<sup>1</sup>

Since 1950, when it was agreed that the participation of Western Germany was essential for the effective defence of Western Europe, constant study has been given to the means of bringing German forces into being and integrating them into the forces of the North Atlantic Treaty Organization. At Lisbon, the Council approved a plan for the association of German forces with Western defence through Western Germany's membership in the European Defence Community and the exchange of mutual guarantees between that Community and the North Atlantic Treaty Organization. This important development was to become effective on the establishment of the European Defence Community, toward which progress was made with the signing in May of the European Defence Community treaty at Paris and of the contractual agreements between the German Federal Republic and the occupying powers at Bonn. Since then, an Interim Committee in Paris has had under study the technical problems connected with the establishment of the European Army, for which fifty-five divisions, including twelve German divisions, are planned.

---

<sup>1</sup> See also Chapter IV.

### III

## COMMONWEALTH COUNTRIES AND THE REPUBLIC OF IRELAND

The Commonwealth has demonstrated during the past year that it remains a stabilizing influence in these troubled times. Combining as it does peoples of a variety of races, background and culture, of the east as well as the west, it is often able to interpret to the world at large the problems of a large portion of the world's population. Despite economic and political stresses, it continues to provide an example of the democratic processes in the peaceful solution of the problems which face it.

The Commonwealth suffered a tragic loss in the death on February 6 of His Majesty, King George VI. Canadian representatives abroad united with their colleagues from other Commonwealth nations in the customary memorial services.

For the coronation of Her Majesty Queen Elizabeth II on June 2, 1953, preparations are being made in concert with other Commonwealth governments. Co-ordination of arrangements is in the hands of the Coronation Commission appointed by Her Majesty, on which Canada is represented by the Prime Minister, the Leader of the Opposition, the High Commissioner for Canada in the United Kingdom and the Official Secretary of his Office. The Coronation Committee of Canada, of which the Secretary of State of Canada is chairman and the Secretary of State for External Affairs a member, was established in this country to advise on coronation arrangements affecting Canada. It is assisted by the Coronation Executive Committee, whose chairman is the Under-Secretary of State and on which the Department of External Affairs is represented by an Assistant Under-Secretary.

Field Marshal Earl Alexander of Tunis was succeeded in February by the first Canadian-born Governor General since Confederation, the Right Honourable Vincent Massey.

Among Commonwealth conferences which have taken place during the year, special mention might be made of the Meeting of Finance Ministers and of the Commonwealth Economic Conference in London at which Canada was represented by the Prime Minister and the Minister of Finance.<sup>1</sup> Meetings of the British Commonwealth Forestry Conference and the Conference of the Commonwealth Parliamentary Association took place in Ottawa during the year.

The United Nations continued its efforts during the year to bring about a settlement of the dispute between India and Pakistan over Kashmir. The United Nations Representative, Dr. Frank Graham, in a further series of negotiations with the parties, succeeded in narrowing the issues but, when the matter was referred back to the Security Council toward the end of the year, there still seemed little immediate prospect of a settlement.

---

<sup>1</sup> See also Chapter VIII, section 2.



Since 1946, the dispute between India and Pakistan and South Africa over the treatment of persons of Indian and Pakistani origin in the Union of South Africa has been before the United Nations. The seventh session of the General Assembly again considered the problem, and a United Nations Good Offices Commission was set up with a view to arranging and assisting in negotiations among the three Governments concerned in order to bring about a satisfactory solution of the question.

The Canadian Government continues to view with concern the persistence of these disputes between members of the Commonwealth and earnestly hopes that solutions may be found.

The Canadian Government has followed with great interest the progress which has been made in the constitutional field in India and Pakistan in 1952. Early in the year, India conducted a general election on an adult franchise basis which was a splendid demonstration of genuine democracy in the new republic. The election completed the constitutional structure called for by the constitution adopted in 1950. In Pakistan, fresh progress was made in framing a constitution. The Basic Principles Committee and the other committees working on the constitution are approaching the stage where a final draft can be prepared for consideration by the Constituent Assembly.

The move toward self-government of United Kingdom colonial territories was exemplified during the year in the announcements concerning the projected West Indies Federation and Central African Federation. The Legislatures of Trinidad, Jamaica, the Windward Islands, and Leeward Islands (excepting the Virgin Islands) accepted the principle of federation and their Governments will send representatives to London to discuss the matter at a conference to be held in March or April 1953. Barbados has been invited to participate in the conference, although the Legislative Council and the House of Assembly of that colony have not yet accepted the principle of federation.

In June 1952, Mr. Norman A. Robertson replaced Mr. L. Dana Wilgress as High Commissioner for Canada in London, thus resuming a post which he occupied three years ago, prior to becoming clerk of the Privy Council and Secretary to the Cabinet. Mr. Wilgress returned to Ottawa where he became Under-Secretary of State for External Affairs.

Sir Alexander Clutterbuck who had served with distinction as the United Kingdom High Commissioner in Ottawa since 1946 was transferred to India as United Kingdom High Commissioner, and was replaced by Lt.-Gen. Sir Archibald Nye. Sir Archibald, a wartime Vice Chief of the Imperial General Staff, served as Governor of Madras in the difficult post war years and was appointed as the first United Kingdom High Commissioner to India in 1948.

Field Marshal Sir William Slim, former Chief of the Imperial General Staff, was appointed Governor General of Australia in March 1952, and will be installed in February 1953, succeeding Sir William McKell.

On October 20, 1952, the Australian Minister for External Affairs, Mr. R. C. Casey, announced that Sir Douglas Copland would be appointed High Commissioner to Canada when the present High Commissioner, the Rt. Hon. F. M. Forde, relinquishes his appointment in 1953. Mr. Casey stated that the decision to appoint Sir Douglas Copland marked the importance which the Australian Government attaches to the closest possible relations with Canada.

The Tripartite Security Treaty (the ANZUS Pact) was brought into effect on April 29, 1952, with the deposit of instruments of ratification by the Governments of Australia, New Zealand and the United States. Mr. Casey characterized the treaty as a purely defensive agreement designed to give a formal character to those understandings of mutual support which have long existed between the three Pacific neighbours.

Lt.-Gen. Sir Willoughby Norrie, former Governor of South Australia, was installed as Governor General of New Zealand on December 2, 1952, succeeding Lt.-Gen. Lord Freyberg, V.C.

On June 30, 1952, New Zealand celebrated the Centenary of the institution of Constitutional Government.

The question of race conflict in South Africa resulting from the policies of apartheid of the Government of the Union of South Africa was placed on the agenda of the seventh session of the General Assembly by thirteen Arab-Asian states, including India and Pakistan. In the voting on this item (November 20), a South African resolution denying the Assembly's competence to consider this question was defeated. Two resolutions were adopted. One, submitted by the original thirteen Arab-Asian states plus five co-sponsors, calls for the establishment of a commission to study the racial situation in the Union of South Africa in the light of the purposes of the Charter and to report its conclusions to the eighth session of the General Assembly. The other resolution, submitted by the four Scandinavian states, is a generalized resolution calling upon all member states to bring their policies into conformity with their obligations as regards human rights and fundamental freedoms under the Charter.

Also, since 1946, the United Nations has been considering the international status of South West Africa, a former League of Nations mandate, and the international obligations of the Union of South Africa in respect of the territory. In 1950, the International Court of Justice gave an advisory opinion on this question and stated that the international status of South West Africa could only be modified by South Africa acting with the consent of the United Nations. Since this advisory opinion was given, negotiations have been going on between a United Nations *ad hoc* committee and the Government of the Union of South Africa in order to find ways and means of implementing the International Court's opinion.

The Canadian Government has followed carefully the United Nations deliberations on both issues affecting South Africa.

#### THE REPUBLIC OF IRELAND

Mr. Sean T. O'Kelly was declared elected President of Ireland for a second term of office, beginning on June 25, 1952.

The Department has followed with interest the Irish Government's proposal for improved health services, the development of rural electrification, and the announced intention to launch a trade drive in Canada. Irish manufactures will participate for the first time in the International Trade Fair in Toronto in 1953.

## IV

### EUROPE AND THE MIDDLE EAST

Because of their importance in the creation of a sound basis for the front line of Western defence, interest in events in Europe in 1952 centred around the signing on May 26 and 27 of the European Defence Community Treaty and the Contractual Agreements with the Federal Republic of Germany. One of the chief tasks of Canada's missions in Western Europe has been to report on the prospects of their eventual ratification and on the political issues which have become linked with them. The most important of these issues are European integration, a peace settlement for Germany, and the Saar.

Under the European Defence Community Treaty, which was designed to provide a satisfactory basis for the contribution of German military forces to the joint defence effort, France, Italy, the Federal Republic of Germany and the Benelux countries would establish a European Army, integrated at corps level and under the operational command of the North Atlantic Treaty Organization's Supreme Commander in Europe. Canada, although not a signatory of the European Defence Community Treaty, is linked with it by the NATO-EDC Protocol, which was also signed at Paris on May 27, 1952. By this Protocol, approved by the Canadian House of Commons on June 17 and by the Senate on June 25, Canada extends to the members of the European Defence Community the guarantees of the North Atlantic Treaty, when the EDC Treaty comes into force. This means in effect including Western Germany in these guarantees since the other members of the European Defence Community are already members of the North Atlantic Treaty Organization.

Directly connected with the EDC Treaty are the contractual agreements with the Federal German Republic. Long and intricate negotiations for the replacement of the Occupation Statute by these contractual arrangements culminated in the signing of the contracts at Bonn on May 26 by the Foreign Ministers of the United Kingdom, the United States, France and the Federal Republic of Germany. They provide for the stationing of foreign forces in Germany to assist in the defence of the West and reserve to the former occupying powers, in the post-occupation period, their present rights in Berlin (where Canada retains a military mission), and over matters affecting Germany as a whole, which means in practice the problems of unification and the eventual treaty of peace.

In March, when negotiations concerning the contractual agreements and the European Defence Community had reached a critical stage, the Soviet Union suddenly proposed the unification of Germany and a peace settlement in a note addressed to the three other occupying powers. By September, both sides had exchanged notes four times in an attempt to find an agreed basis for the convening of a four-power meeting. The three powers insisted that free and secret elections must be the first step



towards unification, whereas the Russians demanded simultaneous discussion of the preparation of a peace treaty, the formation of an all-German Government, the holding of all-German elections and the establishment of a commission consisting of representatives of the East and West German Governments to verify the existence of suitable conditions throughout Germany for holding such elections. A commission established by the United Nations with Canadian support at the General Assembly of 1951 to investigate electoral conditions throughout Germany had already been denied recognition by the Soviet Control Commission and had been unable to carry out its task.

In the broader field of European unification, although proposals had been made for the pooling of resources or facilities in agriculture, transportation and public health, the outstanding concrete achievement was the final ratification and coming into force of the European Coal and Steel Community Treaty, better known as the Schuman Plan. Soon after the High Authority of the Community assumed its functions on August 10, it set vigorously about taking the first steps to bring into being a free market for coal, coke and steel in Western Europe. The United Kingdom—which did not participate in the negotiation of the Treaty—has promised to work in the closest co-operation with the Coal and Steel Community, and has appointed a strong delegation to act as official observers to the High Authority.

Plans for political integration soon followed these steps towards economic unity. As soon as the Schuman Plan Assembly met for the first time at Strasbourg on September 10, it set up a special *ad hoc* Assembly to draft a European constitution. This task was originally to have been undertaken by the Assembly of the future European Defence Community. The draft was to be considered by the *ad hoc* (or pre-constituent) Assembly in January 1953, when it was scheduled to meet before the first session of the Consultative Assembly of the Council of Europe.

Most of the developments in economic and political integration have been taking place among the six members of the Schuman Plan. The problem of the relationship of these six countries with Britain and the other countries of Western Europe has been one of the chief concerns of the Council of Europe, to which the Canadian Ambassador in Bonn is accredited as observer, attending meetings of the Consultative Assembly in Strasbourg. After some controversy, the so-called Eden Plan was adopted by the Consultative Assembly, providing for links between the Council and more restricted organs of European integration such as the Coal and Steel Pool and the European Defence Community.

One of the chief obstacles to efforts directed towards greater European unity has been the question of the Saar. The controversy over the future status of this area has remained in the forefront of European affairs and negotiations between M. Schuman and Chancellor Adenauer to Europeanize it under terms that would protect French economic interests have so far been unsuccessful.

The pattern of developments in the U.S.S.R. and the other Cominform countries showed no marked change in 1952, although the future may reveal significant shifts in domestic or foreign policy as an aftermath of the 19th Congress of the Soviet Communist Party, held in October after a gap of thirteen years. Mention has been made above of the renewed pressure from the U.S.S.R. for German unification. There was also a

renewal in the satellite countries of political purges, such as the trial of Slansky and others in Czechoslovakia, introducing a new anti-Zionist note, and of religious persecution, involving the sentencing to death of four Catholic priests in Bulgaria. Condemnation of these sentences was expressed by the Minister in the House on December 8, and on December 17 an opportunity arose for the Canadian Delegate to protest formally in the General Assembly of the United Nations.

With respect to Greece and Yugoslavia, the emergence of famine conditions aroused concern. In Yugoslavia, the tragic drought of 1950 threatened repetition and, to help alleviate the serious shortage of food-stuffs, Yugoslavia bought substantial quantities of wheat from Canada, in part through the facilities of the Export Credits Insurance Corporation. The existence of famine conditions in parts of Northern Greece led the Canadian Government to make a gift of 500,000 bushels of wheat to the Canadian Red Cross Society, which arranged for its milling and transportation to seaboard. As a result ten thousand tons of flour were shipped and distributed to mountain villagers, contributing to the survival of some 400,000 Greeks.

In the Middle East, the development of greatest potential importance during 1952 was the growing strength of the agrarian and social revolutions which are beginning to affect the thinking of the masses, the policies of Middle Eastern governments and the character of these governments themselves.

The most spectacular change occurred in Egypt, where King Farouk was forced to abdicate and a new régime under army leadership was inaugurated at the end of July. General Naguib, who eventually became Prime Minister, lost no time in launching a campaign against alleged corruption in party politics and in adopting a policy of distribution of land to peasants and the organization of village co-operatives. The Canadian Government was all the more acutely aware of the turmoil out of which these developments arose because its own Trade Commissioner in Egypt had been one of ten foreigners who lost their lives in the rioting in Cairo on January 26 that was the first overt warning of a serious threat to the established régime. In Lebanon a change of régime took place in September, followed by an attack on political corruption and efforts to introduce economic reforms. In Turkey, Syria and Iran land distribution continued or was inaugurated or other agrarian reforms were introduced, while in Iraq and Jordan irrigation projects were undertaken or carried forward which are likely to have in a few years a considerable effect on the life of the area.

Thus it appeared that efforts to achieve better internal conditions were beginning to absorb some of the energies formerly dissipated in less productive forms of nationalist activity. In Iran, however, the oil dispute kept nationalist sentiment at fever heat. When diplomatic relations between Iran and the United Kingdom were severed on October 22, Canada arranged that Switzerland should take charge of the interests of Canadian nationals in Iran. This did not imply a breach of diplomatic relations between Canada and Iran, but merely the closing of a normal channel of communication between Canada and Iran through the intermediary of the United Kingdom Government.

During the year negotiations looking towards the establishment of a Middle East defence organization were continued. The United Kingdom,



the United States, France and Turkey announced their intention of establishing the proposed organization, and Australia, New Zealand and South Africa have made known their desire to participate in it. The sponsoring states hope that it will be possible to obtain the co-operation and, preferably, the participation of most of the Middle Eastern states in the proposed organization.

Through the United Nations, Canada continued actively to encourage the Arab states and Israel to compose their differences, either by direct negotiations or with the aid of the United Nations Relief and Works Agency for Palestine Refugees. The Canadian Parliament approved in July a contribution of \$600,000 toward the relief and resettlement programme. It was announced that Parliament might be asked for a further contribution early in 1953 if the Agency's programme met with operative success and if other nations came forward with comparable contributions. Canada served during 1952 on the Assembly's Negotiating Committee, which attempted actively to widen the basis of financial support for the programme of the Relief and Works Agency.

Also through the United Nations, Canada became involved in the problems of Tunisia and Morocco. The issues in this area include not only the nature of the legal relationship established by the protectorate treaties with France, but also political considerations such as the capacity for self-government of the peoples concerned and conflicting views regarding local conditions and the jurisdiction of the United Nations. A group of African and Asian states, who claimed that developments in North Africa endangered international peace and security, failed in several attempts during 1951 and early 1952 to have the Tunisian and Moroccan questions considered by United Nations organs, but both these problems were thoroughly debated at the seventh session of the United Nations in December 1952. France, supported by Australia, Belgium, South Africa, and the United Kingdom, contended that the United Nations was not competent under the Charter to examine the Tunisian and Moroccan issues, since these were essentially within French domestic jurisdiction. A third group of states, which included Canada, New Zealand, the United States, the Scandinavian countries and a majority of Latin-American nations, could not fully accept the legal arguments regarding the incompetence of the United Nations but had doubts as to the legality and the political wisdom of an attempt by the United Nations to interfere directly in North Africa. Canada therefore supported resolutions sponsored by a number of Latin-American states expressing the hope that the parties would continue negotiations on an urgent basis and appealing to them to refrain from acts likely to aggravate the present tension. These resolutions carried by a large majority.

Canada's relations with specific countries in Europe and the Middle East have also been affected by the opening of new missions and the exchange of goodwill visits. In view of the fact that the North Atlantic Council was to convene in February 1952, at Lisbon, it was particularly appropriate that arrangements were completed before the meeting for the exchange of diplomatic representatives between Canada and its fellow NATO member, Portugal. Early in 1952, a resident diplomatic officer was appointed to Helsinki, the first Canada has had in Finland, although the Canadian Minister to Sweden has been accredited to Finland since



1949 and has made frequent visits. In January, the Canadian Government informed the Austrian Government that it was ready to proceed with the accreditation of the Canadian Minister to Switzerland as Minister to Austria. Credentials were presented in Vienna on September 9.

When Mr. Asgeir Asgeirsson was inaugurated as President of Iceland on August 1, Mr. William M. Benidickson, M.P., attended the ceremony as special representative of the Canadian Government.

Goodwill visits of the Royal Canadian Navy included calls at the ports of Antwerp, Dieppe, Toulon and Istanbul. The Swedish cruiser *Gotland*, first Swedish warship to visit Canada, put in at Halifax in March to return the visit paid by H.M.C.S. *Magnificent* to Gothenburg in 1950.

## V

### THE AMERICAS

#### 1. THE UNITED STATES

The close relations between Canada and the United States involved constant consultation throughout the year between the authorities of both countries on a wide variety of problems, many of which are discussed elsewhere in this report. Matters of special interest to the two countries, as well as those of multilateral interest, were worked out against a background darkened by international dissensions and by hostilities in Korea and lightened by increasing co-operation and achievement in the strengthening of the free world.

During the greater part of the year, the preoccupation of the Government of the United States and, indeed, of the whole nation, with the election campaign, was a dominant factor in the world situation. The contest was followed with unusual interest in all countries but especially by Canadians, not only because they could follow the campaign closely by radio and other means, but also because Canadians know that their own affairs will always be profoundly affected by those of their ally in the free world coalition, their biggest and closest neighbour, their biggest customer and source of supply.

Through our embassy in Washington, consultation was maintained on the general conduct by the United Nations Command of the campaign to contain communist aggression in Korea and of the armistice negotiations in Panmunjom. These matters are discussed in some detail in Chapter VI.

The embassy was also engaged in many aspects of our economic affairs which require consultation with the United States Government, or with international bodies established in Washington. The latter include the International Monetary Fund, the International Bank for Reconstruction and Development and the International Materials Conference, which are dealt with in Chapter VIII (Economic Affairs). The activities of the embassy and of other Canadian consular posts in the United States are reflected in Chapters IX (Legal Affairs), XI (Information), and XII (Consular Affairs).

#### Joint Defence Arrangements

Encouraging progress was made in arrangements for the joint defence of the two countries. These arrangements are being fashioned in accordance with the statement of principles of co-operation for North American defence agreed upon by Canada and the United States in 1947, and announced in the House of Commons on February 12 of that year.

Construction of the co-ordinated radar network has advanced according to plan. Some of the new permanent radar installations were incorporated into the Air Defence System in time to play a part in Exercise "Signpost", the first large-scale test of the joint Canadian-United States Air Defence Systems to be carried out.

Close co-operation in the field of defence production was developed within the frame work of the "Statement of Principles for Economic Co-operation" agreed upon in October 1950, following on the acceleration of North American rearmament after the outbreak of hostilities in Korea. The increase in mutual defence procurement during the year resulted in more effective use of defence production facilities available in the two countries.

By an exchange of notes dated December 5, Canada leased to the United States certain parcels of land within the Royal Canadian Air Force station at Goose Bay. The purpose of the lease is to enable the United States Air Force, which has had facilities at Goose Bay since the base was established during the war, to construct buildings, etc., of a permanent nature. The base remains under Canadian command.

### International Joint Commission

An increasing number of complex problems along the boundary between Canada and the United States, arising mainly out of the use of the rivers and lakes in border areas, are dealt with by the International Joint Commission, the Canadian-United States body established under the Boundary Waters Treaty of 1909.<sup>1</sup>

The Department continued to advise on Canadian interests in matters before the Commission which range from the Reference on the Saint John River Basin, in New Brunswick and Maine, to the Reference on the Columbia River Basin, in British Columbia and the North-Western United States, and which include such diverse problems as preserving of the scenic beauty of Niagara Falls and reducing atmospheric pollution in the Windsor-Detroit area.

The work of the Commission was greatly increased during the year by the submission by the two Governments of applications for approval of plans for the development of power in the St. Lawrence River. Another large task was put before the Commission on June 25, when it was requested to study the various factors which affect the widely fluctuating level of Lake Ontario in order to determine whether anything could be done to reduce the fluctuations in the level of the lake.

At present, the level of the lake is going through a high phase of its natural cycle which normally fluctuates six feet or more. Studies have indicated that the effect of the Gut Dam, built fifty years ago in the St. Lawrence River below Prescott to eliminate dangerous cross-currents in the navigational channel of the river, is negligible. However, the Canadian Government decided to advance the time of the removal of the dam, which must be taken out in connection with the St. Lawrence project, and the removal was almost complete at the end of the year. The Commission has decided to establish an engineering board to determine what practicable action can be taken to deal with the wide natural fluctuation in the level of the lake.

### St. Lawrence Project

A final effort was made by the United States Administration to obtain approval of the Congress for the Great Lakes-St. Lawrence Basin Agreement. This Agreement, signed on March 19, 1941, provides for

<sup>1</sup> The three members of the Canadian Section of the Commission are General A. G. L. McNaughton (Chairman), Mr. George Spence and Mr. J. Lucien Dansereau.



co-operation between the United States and Canada in the construction of both a power project in the International Rapid Section of the St. Lawrence and a continuous deep waterway in the Great Lakes-St. Lawrence Basin. After another series of hearings, during which all agencies of the United States Administration with a direct interest in the subject again endorsed the project, a resolution approving the 1941 Agreement reached the floor of the Senate, only to be defeated by a narrow majority on June 18. The House of Representatives did not take any action on the Agreement during 1952.

Meanwhile progress was made on the alternative plan for a seaway to be constructed by Canada alone. The foundation for this plan had been laid in 1951 when, following discussions between the Prime Minister and President Truman, in which the President undertook to support a Canadian seaway if joint development did not prove possible, Parliament enacted two statutes, one providing for a Canadian Authority to proceed with the seaway, and the other for construction of the power works by Ontario in co-operation with an appropriate body in the United States. The implementation of this plan, however, required that the power works be approved by the International Joint Commission. On January 11, notes were exchanged in Washington, recording agreement of the two Governments to co-operate in the preparation of applications to the International Joint Commission for approval of the power project on the understanding that the applications would be submitted to the Commission if the Congress did not approve the 1941 Agreement at an early date. An Interdepartmental Committee was established in Canada and an Inter-Agency Committee in the United States which worked together in preparing these submissions to the International Joint Commission.

At a meeting in Washington in April between Mr. Pearson, Mr. Chevrier and President Truman, it was agreed that the applications, then in the course of preparation, would be presented to the International Joint Commission, as soon as they could be completed. Agreement was reached on the final details of the application at a meeting in Washington on June 20 between the Canadian Minister of Transport and the Acting Secretary of State of the United States, and the applications were submitted to the Commission on the same day. Notes were exchanged between the two Governments recording their approval of the arrangements for the construction, maintenance and operation of the power project and setting out in detail the undertaking of the Canadian Government to construct a seaway between Montreal and Lake Erie.

The International Joint Commission held hearings in Ogdensburg and Albany (N.Y.), Toronto and Cornwall (Ont.), and Montreal (Quebec). The information developed at these hearings was studied in executive session by the Commission which, after a final hearing in Washington, formulated an order of approval of the project which it signed in Montreal on October 29.

The applications for the St. Lawrence power project had been submitted to the Commission by the two Governments on the understanding that they would be ready to revert to the 1941 Agreement if the Congress approved that agreement while the applications were under consideration by the Commission. The approval of the Commission brought the St. Lawrence development to the point where construction could begin, both on the seaway and the power project, as soon as a duly designated entity

is authorized to construct the United States part of the power project. The Canadian Government concluded that the 1941 Agreement had been superseded and notified the United States Government on November 4 that it did not intend to have it ratified. The United States Federal Power Commission has had under consideration since September an application by the Power Authority of the State of New York for a licence to construct the United States share of the power project. This application was examined by that Commission in hearings during December.

### International Boundary Commission

The International Boundary Commission submitted its report on the establishment of the section of the international boundary between Canada and the United States from Tongass Passage to Mount St. Elias.<sup>1</sup> This report is the seventh in a series prepared by the Commission under the provisions of existing boundary treaties.

## 2. LATIN AMERICA

Canada, which has embassies in Argentina, Brazil, Chile, Cuba, Mexico and Peru, and a consulate in Sao Paulo, Brazil, made arrangements during 1952 to exchange embassies with the Governments of Colombia, Uruguay and Venezuela in order to establish direct diplomatic relations with these countries and to consolidate and extend Canada's growing trade with them.

Canadian trade with Latin America, which in 1951 had risen to \$482 million from the 1938 level of \$33 million, continued to increase and will probably be found to have exceeded \$500 million in 1952. Canada's commerce with Latin America is only surpassed in value by its trade with the United States and United Kingdom and, during the first ten months of 1952, Canadian exports amounted to \$228 million and imports from Latin America to \$237 million. In November, Mr. C. D. Howe, Minister of Trade and Commerce, announced his intention of leading a goodwill and trade mission, consisting of prominent Canadian businessmen and government advisers, to nine Latin-American countries in the first week of 1953 with the object of exploring new trade possibilities.

The Canadian Government offices extended assistance to Canadians in the area who are grouped principally in those countries where there are Canadian enterprises. Latin-American students were assisted in attending Canadian schools and universities, which they did in numbers increasing to over two thousand in 1952. The embassies in Latin America continued to give emphasis to the work of making Canada better known there through the distribution of tourist, educational and general literature talks, on Canadian topics, the dissemination of material to the press, the circulation of Canadian films and arrangements for the broadcasting of Canadian radio programmes.

Canada maintains membership in the Postal Union of the Americas and Spain, the Inter-American Radio Office, the Inter-American Conference on Social Security and the Commissions on Geography and on Cartography of the Pan-American Institute of Geography and History. During the year Canada was represented in many cases, by its officials serving in

---

<sup>1</sup> The present members of this Commission are: Mr. J. E. R. Ross for Canada, and Mr. John A. Ulinski for the United States.

Latin America—at various inter-American meetings, such as the fourth session of the Inter-American Conference on Social Security, Mexico City; the fourth Inter-American Congress on Tourism, Lima; the fifth Regional Conference of American States Members of the International Labour Organization, Rio de Janeiro; the seventeenth and eighteenth Meetings of the Executive Committee and sixth Meeting of the Directing Council of the Pan-American Sanitary Organization, Havana; the sixth Consultative Meeting on Cartography of the Pan-American Institute of Geography and History, Ciudad Trujillo; and the sixth session of the Inter-American Council of Commerce of Production, Lima. In addition, Canada was host to the second session of the Committee on Improvement of National Statistics of the Inter-American Statistical Institute, held in Ottawa.

Canada has maintained its co-operation in the programme of technical assistance for Latin America being carried on under the auspices of the United Nations and its Specialized Agencies. Some Canadian officials and several technicians have served in the area in this connection and a number of Latin-American trainees are being given special courses in Canada.

In the interests of closer contacts with Latin-American countries, the Canadian Government was represented at the ceremonies connected with the inaugurations of newly-elected presidents of Chile, the Dominican Republic, Mexico and Panama and also at the celebrations held on the occasion of the Fiftieth Anniversary of Cuban Independence. In the course of training, Canadian naval units visited eight countries in Latin America during the year.



## VI

### EASTERN ASIA

#### 1. KOREA

The sixth session of the United Nations General Assembly, which ended on February 5, decided to defer consideration of the Korean question in view of the continuation of the armistice negotiations in Panmunjom (Korea). The armistice negotiations proceeded until general agreement was reached on all items on the agenda except the disposition of prisoners-of-war. The United Nations Command insisted that force must not be used to compel prisoners-of-war to return to their homelands if they did not so wish. The Communist Representatives asserted that, in accordance with the Geneva Convention of 1949, all prisoners-of-war must be repatriated, and that the stand taken by the United Nations Command amounted to the "forcible retention" of prisoners.<sup>1</sup>

Shortly before the seventh session of the United Nations General Assembly opened in New York on October 14, the armistice negotiations in Panmunjom were recessed by the United Nations Command following the rejection by the Communists of its proposals of September 26 on the prisoners of war issue. On October 23, the First (Political) Committee of the General Assembly took up the Korean question. A number of resolutions were introduced, among them a vaguely-worded Soviet resolution to establish a commission of eleven states "for the peaceful settlement of the Korean question."<sup>2</sup> In supporting this resolution, the Soviet bloc repeated its contention that all prisoners must be repatriated, but refused to answer directly whether force should be employed to make the prisoners return home.

In an effort to break the deadlock, the Indian Delegation submitted a proposal which provided for the repatriation of the prisoners of war, and that force should not be used either to prevent, or to effect, the return of prisoners to their homeland. This resolution, which had been supported by Canada from the beginning, was eventually adopted by the Assembly (December 3) by a vote of 54 in favour, 5 against (the Soviet bloc), and one abstention (Nationalist China). The Soviet resolution, calling for the establishment of a commission, was then rejected by the Assembly by a vote of 5 in favour (the Soviet bloc), 40 against (including Canada), and 11 abstentions.

The resolution adopted by the Assembly called for the establishment of a Repatriation Commission to consist of Czechoslovakia, Poland, Sweden and Switzerland. In addition an "umpire" was to be appointed,

---

<sup>1</sup> A more detailed account of the armistice negotiations is contained in *Canada and the United Nations, 1951-52*, pp. 1-7.

<sup>2</sup> The Soviet resolution provided that the proposed Commission should take decisions by a two-thirds vote. Of the eleven members of the suggested Commission, four were communist states. Thus the decisions of the Commission would have been subject to a veto by the Communists.

who would normally act as Chairman of the Commission. If the Commission was unable to agree on the selection of an umpire within a period of three weeks, the matter was to be referred back to the General Assembly.

The main tasks of the Commission—which was instructed to take its decisions by majority vote—was to receive the prisoners of war from the detaining powers, to supervise their classification according to nationality and domicile, and to arrange for their release and repatriation in accordance with the Geneva Convention. After classification, all prisoners would be free to return to their homelands if they wished to do so. For those who did not wish to return home, the resolution provided that, at the end of a period of ninety days after the Armistice Agreement has been signed, the question of their disposition would be referred to the political conference which was to be called under Article 60 of the Draft Armistice Agreement already agreed to between the two sides. The resolution also provided that, if the political conference was unable to reach agreement on the disposition of these remaining prisoners within a further period of thirty days, “the responsibility for their care and maintenance and for their subsequent disposition shall be transferred to the United Nations, which in all matters relating to them shall act strictly in accordance with international law.”

On December 5, Mr. Pearson, as President of the Assembly, transmitted this resolution to the Foreign Ministers of the Peking Government and of North Korea. The covering messages emphasized the wide agreement reached by the Assembly on the principles which should govern a settlement of the prisoners-of-war question, and concluded with an appeal to the two Governments to accept the Assembly’s resolution “as forming a just and reasonable basis for an agreement which will serve to bring about a constructive and durable peace in Korea.”

On December 14, Chou En-lai, Minister of Foreign Affairs of the Peking Government, replied by cable to Mr. Pearson’s message. He rejected the Assembly’s resolution as being “illegal and void” and charged that it supported “the United States Government’s position of forcibly retaining in captivity prisoners-of-war in contravention of international conventions.” He asked the Assembly to rescind its resolution and to call upon the United States Government “to resume immediately the negotiations at Panmunjom” on the basis of the Draft Armistice Agreement. A few days later, the North Korean authorities sent a similar reply. No further action was taken by the Assembly on this subject before the session was suspended on December 22. The Assembly will resume its session in February 1953.

## 2. JAPAN

On April 28, the Treaty of Peace which was concluded in San Francisco between the Allied Powers and Japan on September 8, 1951, came into force with respect to Canada. The Canadian instrument of ratification was deposited in Washington on April 17. However, it was not until the deposit of the United States instrument on April 28, that all the instruments required by the provisions of the Treaty to make it effective were deposited. India, Burma and Yugoslavia had not accepted the invitation of the United States to participate in the San Francisco

Conference, but during the year the first concluded a separate peace treaty with Japan, the second issued a statement declaring an end to the state of war and the third agreed to resume diplomatic relations. A peace treaty between the Nationalist Government of China and Japan was also negotiated in Taipei. The Soviet Union, Poland and Czechoslovakia, which sent delegations to San Francisco, but which did not sign the Treaty, remained without peace treaties with Japan.

The Prime Minister of Canada marked the return of Japan to the community of nations with a message to Prime Minister Yoshida of Japan in which he said that the Canadian people looked "to the new Japan to be an effective bastion of peace and freedom in an area afflicted by communist aggression and oppression" and hoped that Japan would "play an honourable and constructive part in helping to re-establish peace, security and friendly relations among the peoples of East Asia". Mr. Yoshida, in reply, gave assurances that Japan was "resolved to follow a path of international conciliation, concord and co-operation". He noted that Canada and Japan were "inescapably bound by common interests and a community of ideals and aspirations as free nations" and "confronted... by common menace in the rising tide of communism". He added that the two countries shared "the common destiny of the Pacific".

With the coming into force of the Peace Treaty, the Canadian Liaison Mission, which had been established in Tokyo in 1946, was given the status of an embassy. Mr. A. R. Menzies, who had been head of the Canadian Liaison Mission since December, 1950, was named *Chargé d'Affaires ad interim*. On October 15, it was announced that Mr. R. W. Mayhew, former Minister of Fisheries, would become the first Canadian Ambassador to Japan with effect from November 15.

Another consequence of the resumption of full diplomatic relations was the establishment of a Japanese Embassy in Ottawa. Prior to the effective date of the Peace Treaty, the Japanese Government had been represented in Canada by an Overseas Agency which had engaged in the promotion of trade and consular and quasi-diplomatic duties. On June 17, His Excellency Sadao Iguchi presented his credentials as Japanese Ambassador. In the interim, Mr. Narita, who had been head of the Overseas Agency, served as *Chargé d'Affaires*.

The Peace Treaty rendered obsolete the Allied machinery for control of Japan. Thus the Far Eastern Commission, on which Canada had been represented, the Allied Council for Japan and the Office of the Supreme Commander for the Allied Powers ceased to function.

Canadian forces serving with the United Nations in Korea have an administrative base in Japan. Until the application of the Japanese Peace Treaty these enjoyed the same legal status and privileges as were extended to forces of occupying powers. When the Peace Treaty came into force, it was felt desirable to have an agreement with the Japanese Government covering the status of United Nations forces in Japan. Negotiations are being conducted to this effect by the United States Government in its capacity of Unified Command, on the basis of a draft convention submitted to the Japanese authorities on June 24. Although several matters have been disposed of, final agreement awaits a settlement of outstanding issues relating to financial arrangements and criminal jurisdiction.



### 3. SOUTHEAST ASIA

At present, Canadian representation in Southeast Asia is limited to a consulate general in the Republic of the Philippines, and Trade Commissioners' offices in Singapore and Hong Kong. However, increased Canadian interest in this area has been made evident by Canada's continued participation in the Colombo Plan for Economic Development in South and Southeast Asia, as well as in the technical assistance programmes of the United Nations.<sup>1</sup> Events in Indonesia, Indo-China, Burma and Malaya have been followed during the year with close attention. On December 30, Canada accorded recognition to Vietnam, Laos and Cambodia as Associated States of Indo-China within the French Union in accordance with the terms of agreements between France and the respective states.

---

<sup>1</sup> For more details on the Colombo Plan and the United Nations programmes see Chapter VIII.

## VII

### DEFENCE AFFAIRS

Among the matters dealt with during 1952 in the field of defence policy were Canada's part in the development and activities of the North Atlantic Treaty Organization, in the United Nations action in Korea and in defence arrangements with the United Kingdom and the United States. Many problems have arisen out of the presence of Canadian armed forces in Korea and Japan, Germany, the United Kingdom and France, and the presence in Canada of forces of the United States and other members of the North Atlantic Treaty Organization. These matters are discussed in some detail in other parts of this report, especially Chapter II (North Atlantic Treaty Organization), Chapter V (The Americas), and Chapter VI (Eastern Asia). Included in "defence affairs" are the activities of the United Nations in relation to proposals for disarmament and the work of the Collective Measures Committee, which are dealt with in greater detail in Chapter I (United Nations). There is also a host of questions relating to such matters as the visits of Canadian naval ships, service aircraft and service personnel to other countries, enquiries from other countries regarding the possibility of procuring munitions in Canada, and so on.

There is effective machinery for the integration of foreign policy and defence policy at every level. The Secretary of State for External Affairs is a member of the Cabinet Defence Committee and the Under-Secretary of State for External Affairs normally attends meetings of the Committee. The Under-Secretary attends meetings of the Chiefs of Staff Committee and is a member of the senior interdepartmental bodies which examine and advise on various aspects of defence and security questions. The Department is represented at meetings of the Vice-Chiefs of Staff Committee, and provides the Chairman of the Joint Intelligence Committee and a member of the Joint Planning Committee. Officers of the Department work very closely with the various intelligence and planning agencies of the armed forces in the preparation of proposals for consideration by the Chiefs of Staff.

One of the four members of the directing staff of the National Defence College is an officer of the Department, and one or more of its officers usually attend the College as students.

One of the members of the Permanent Joint Board on Defence of Canada and the United States is a senior officer of the Department, and the Department provides the Secretary of the Canadian Section of the Board.

## VIII

### ECONOMIC AFFAIRS

Throughout most of the free world, 1952, by contrast with the preceding year, was one of relative stability and moderate recovery in the economic field. Material shortages eased considerably, and the International Materials Conference, which had been active in arranging for the equitable distribution of scarce materials, was able to suspend its activities with respect to a number of commodities. There was increasing confidence that, with co-operation, the re-armament of NATO countries could be carried out without critical economic dislocation. Fears of a run-away inflation occasioned by defence spending progressively diminished. Prices, which had arisen sharply in 1951, fell towards the pre-Korean level. The balance of payments position of the main European countries improved and, by the end of the year, the central reserves of the sterling area were rising from the low level to which they had fallen. Despite the general improvement in the economic position, it has not proved possible, however, to make any substantial progress towards the freeing of international trade generally from quantitative restrictions.

Canada was represented at all important international conferences concerned with economic affairs, including those of the Commonwealth, the United Nations, the International Monetary Fund, the International Bank for Reconstruction and Development, the Organization for European Economic Co-operation and the General Agreement on Tariffs and Trade.

#### 1. GENERAL AGREEMENT ON TARIFFS AND TRADE

The Contracting Parties to the General Agreement on Tariffs and Trade met in Geneva from October 2 to November 10. There were no tariff negotiations held in conjunction with this session (7th), apart from certain limited discussions between Germany and Austria. The outstanding topics were the application of Japan to negotiate tariff concessions with a view to accession to the General Agreement, the application of the member countries of the European Coal and Steel Community for a waiver of some of their obligations under the General Agreement, the Belgian import restrictions on dollar goods, the United States import restrictions on dairy products, and the regular review of balance of payment import restrictions.

The Japanese application was referred to the Intersessional Committee to permit a careful study of the conditions and timing under which Japan might be invited to negotiate.

The request of the member countries of the European Coal and Steel Community concerned in particular the most-favoured-nation treatment provided for in Article I of the General Agreement. They wished to be able to eliminate all import and export duties and other charges on trade in coal and steel among themselves without having to extend those concessions to other Contracting Parties. They wished also to be permitted to eliminate quantitative restrictions on the movement of coal and steel products within the Community despite the fact that this might involve



apparent discrimination against other Contracting Parties contrary to Article XIII of the Agreement. In recognition of the political importance of the Community, the Contracting Parties granted the waivers which were required after a careful examination of the needs of the Community, and in the light of assurances on the trade policies which the Community would pursue.

Pursuant to the discussion which took place at the sixth session of the Contracting Parties to the General Agreement when Canada and the United States objected to the Belgian dollar import restrictions, the Contracting Parties again reviewed this question. The Belgian Delegation informed the Contracting Parties that it would shortly be taking a number of measures which would constitute an important first step toward the progressive relaxation of these restrictions. The Canadian and the United States Delegations welcomed this advice and indicated that they would look forward to these and future measures of relaxation which they expected would eventually lead to the complete elimination of these restrictions.

Following on the complaint which Canada and a number of other countries lodged at the sixth session against the United States restrictions on imports of dairy products, and because the United States, although it had taken some measures to moderate the security of these restrictions, still retained them in a measure sufficient to affect adversely the export trade of a number of member countries, the Canadian Delegation with other delegations again recorded dissatisfaction with the United States restrictions. Certain delegations reserved their right to take compensatory measures if the United States restrictions were not lifted. A recommendation was addressed to the United States Government to continue its efforts to secure the repeal of the legislation in question. In addition, consultations took place on the import restrictions imposed by a number of countries in 1952 to safeguard their balance of payments and monetary reserves. The Canadian Delegation, as on previous occasions, strongly urged that such restrictions be kept to a minimum and that countries whose position showed improvement should forthwith commence to relax import restrictions.

## 2. ECONOMIC POSITION OF THE STERLING AREA

Following on the payments crisis experienced in the closing months of 1951, Commonwealth Finance Ministers met in January 1952 to consider ways and means of restoring the economic health of the Sterling Area. The Sterling Area Finance Ministers agreed on a programme of import cuts and approved of other measures designed to alleviate the immediate pressure on their central reserves. It was recognized, however, that these measures were no more than palliatives and that a lasting solution should be sought. It was agreed that this could best be achieved when the world-wide trade of the Sterling Area was on a much higher level and when sterling was freely convertible and no longer needed to be supported by restrictions on imports. To this end certain studies were initiated and various recommendations made. These were considered by Commonwealth governments and, on the initiative of the United Kingdom, the Prime Ministers of the Commonwealth countries met in London in November to review the position and outlook and consider what further measures might be taken to strengthen the economic position of sterling area Commonwealth countries and what could be done to achieve an effective multilateral system of trade and payments.

### 3. ORGANIZATION FOR EUROPEAN ECONOMIC CO-OPERATION

The Organization for European Economic Co-operation has continued to address itself to the many and pressing economic problems confronting Western Europe and the remedial policies required by member countries individually and collectively to solve them. The Marshall Aid programme, which came to an end in 1952, had largely succeeded in the objective of restoring the European productive system to pre-war capacity. Nevertheless, a number of fundamental problems remained to be solved in relation to production and productivity, internal financial stability, and the complex of trade and exchange restrictions which have been widely imposed in an effort to mitigate the disequilibrium in the balance of payments not merely between the dollar and non-dollar areas but in the overall payments position of several of the major European countries.

Furthermore, the free nations of Europe continued to be faced with the necessity of reconciling the demands of economic progress with those imposed by military security. The broad implications of this problem and the possible avenues of achieving a satisfactory balance of competing claims on the national economies have been explored both by the organization for European Economic Co-operation and by the North Atlantic Treaty Organization.

In view of the parallel work of the two Organizations, the Office of the Canadian Permanent Representative to the North Atlantic Council, which was established in 1952, was designated to assume concurrently responsibility for Canadian representation in the Organization for European Economic Co-operation.

### 4. THE COLOMBO PLAN

The fourth meeting of the Consultative Committee on Co-operative Economic Development in South and Southeast Asia held in Karachi in April was attended by representatives of twelve member countries, including Canada, and by observers from Indonesia, the Philippines and Thailand and from the International Bank for Reconstruction and Development and the Economic Commission for Asia and the Far East. Following the meeting, a Report was issued reviewing the progress achieved under the Colombo Plan since it commenced operations on July 1, 1951, and outlining actual development plans for 1952-53.

The first Canadian contribution of \$25 million, voted by Parliament for the fiscal year 1951-52, was allocated to India and Pakistan. During 1952, agreement was reached with the governments of these countries on aid programmes involving the expenditure of \$15 million for India and \$10 million for Pakistan. The Indian programme consisted of Canadian wheat to the value of \$10 million and a substantial number of motor vehicles, mostly trucks, to assist in the improvement of the transport and food distribution system of the state of Bombay. The rupee equivalent of the \$10 million wheat grant is being used to defray local costs in the construction of an irrigation and hydro-electric project in West Bengal. The Pakistan programme includes a cement plant in a refugee colonization area, a photographic and geological survey of national resources, a considerable quantity of railway ties, and agricultural equipment for a model livestock farm.

The 1952-53 Canadian programme of Colombo Plan aid, for which Parliament again voted \$25 million, includes assistance to Ceylon as well



as to India and Pakistan. Negotiations are proceeding with the three governments with a view to deciding upon suitable projects for Canadian aid.

### 5. TECHNICAL ASSISTANCE

Canada participates in two major international programmes to provide technical assistance to under-developed countries: the United Nations Expanded Programme for Technical Assistance, and the Colombo Programme for Technical Co-operation in South and Southeast Asia. Participation in both is administered by the Technical Co-operation Service of the International Economic and Technical Co-operation Division of the Department of Trade and Commerce.

Canada contributed \$750,000 to the United Nations twenty million dollar fund for technical assistance in 1952. Over one hundred Canadian experts are now serving abroad under the United Nations programme, and an equal number of scholars sponsored by the United Nations and its Agencies have received or are receiving training in Canada.

The Colombo Programme is designed to supplement assistance being given to South and Southeast Asia under the United Nations Programme, and to complement capital development schemes being undertaken under the Colombo Plan by increasing the supply of trained men and women in that area. The Colombo Programme differs from the United Nations Programme in that assistance is arranged on a bilateral basis by agreement between co-operating governments. The co-ordination of the Programme and the general supervision of its operations are exercised by the Council for Technical Co-operation in Colombo made up of representatives of participating governments assisted by a small Bureau.

It was originally intended that the Colombo Programme should operate for a three-year period from July 1, 1950. By the end of 1951, however, it was clear that the speed with which a scheme of this kind could be brought into operation had been over-estimated. Canada has agreed with other participating governments, therefore, that the Colombo Programme should continue to run for the same period as the economic development part of the Colombo Plan, that is, until June 30, 1957.

In order to finance the provision of Canadian experts and the reception of trainees and to provide equipment for training purposes under the Colombo Programme, Parliament authorized an appropriation of \$400,000 for 1952-53, as it had for each of the previous two fiscal years.

Since the commencement of the Colombo Programme, approximately eighty nominees of the Indian, Pakistan and Ceylon Governments have come to Canada for training or to observe how things are done in different fields of activity. The Canadian Government has had difficulty in meeting requests for experts but, with the extension of the period for which the Programme will operate the greater emphasis upon the provision of training facilities in the recipient countries, has come confidence that Canada can provide an increasing amount of this kind of assistance to South and Southeast Asia.

Canada's offer of the services of vocational training instructors to the Asian countries participating in the Colombo Programme, the provision of a Canadian agricultural expert to organize a school of agriculture at the University of Ceylon, and the efforts which are being made to recruit Canadian experts to organize training in the maintenance of agricultural machinery in Pakistan are examples of Canadian activity under the



Colombo Programme. The Government is giving technical assistance to Ceylon in connection with the fisheries development project which Canada has undertaken under the capital development part of the Colombo Plan, and positive steps are being taken to co-ordinate Canadian activities under the Programme with the activities in the area of the United Nations Specialized Agencies, such as the Food and Agriculture Organization, the International Labour Organization, and the World Health Organization, both in the planning of projects and in their operation.

## 6. INTERNATIONAL CIVIL AVIATION

An important development in 1952 was the introduction of jet aircraft on international services, first from London to South Africa and, later, eastward as far as Singapore. Jet transport aircraft provide faster and also more comfortable travelling conditions. Their use on a large scale, which is imminent, is bound to have a stimulating effect on international air travel.

Another significant development was the first proving, by Scandinavian Airlines, of a route from Edmonton and points in the Western United States to the capitals of the Scandinavian countries across the Arctic Circle via an air base in Northern Greenland. An Arctic air route has been recognized for some years as a logical link between Europe and Western North America but its development has been delayed, in part for lack of suitable bases along the route and of suitable long-range pressurized aircraft. If put into operation, it will bring Western Canada in terms of time and distance by air, almost as close to the main population centres of Western Europe as Eastern Canada is now.

Trans-Canada Air Lines maintained their services to the United States and to Bermuda and points in the Caribbean area. In November, their trans-Atlantic services, which hitherto have ended in London and Paris, were extended to Dusseldorf in Germany.

Canadian Pacific Airlines continued their trans-Pacific operations to Tokyo and Hong Kong and to Australia and New Zealand. By agreement among the Canadian, Australian and New Zealand Government, CPAL services to Sydney (Australia) are now flown via Auckland (New Zealand). Late in 1952, Canadian Pacific Airlines were licensed by the Mexican Government to provide services between Vancouver and Mexico City. When instituted, these services may be extended to points in South America to provide a Canadian air link between Eastern Asia and the South America via Vancouver.

By the beginning of 1952, the International Civil Aviation Organization had almost completed the technical programme laid down for it by the Chicago International Civil Aviation Conference of 1944. However, steady technological advances and experience gained in the intervening years have made clear the need for more research and further international agreement on the standards and practices to be maintained in many aspects of aerial navigation. The Organization worked through the year to keep abreast of developments. Much effort went into the drafting of multilateral conventions concerning the insurance protection to be provided for passengers and cargo in aircraft on international services and for persons on the ground who suffer loss or injury from accidents to such aircraft. The sixth session of the Assembly of the Organization was held in Montreal in June. It dealt with questions of finance and administration. In July, the Canadian Government, as host to the Organization, increased substantially its annual grant toward rental of the headquarters.

## 7. INTERNATIONAL MATERIALS CONFERENCE

The International Materials Conference was established early in 1951 in Washington to recommend to governments action to be taken in dealing with problems arising from the shortages of important raw materials. Due to the improved supply position, it has been possible during the past few months to dissolve three of the seven commodity committees of the Conference, these being the cotton and cotton linters, the pulp and paper, and the wool committees. Should the present trend continue, it is expected that the world supply position will be such that the Conference might complete its work within the next eighteen months.

## 8. INTERNATIONAL TELECOMMUNICATIONS

Generally speaking, Canada's relations with other countries on telecommunication matters are maintained within the framework of the International Telecommunication Union, a Specialized Agency of the United Nations with a membership of eighty-nine countries. Except for those concerning high frequency broadcasting, which must be dealt with on a world-wide basis, most questions requiring settlement on an international level arise with Canada's near neighbours and particularly with the United States.

In 1952, the Canadian and United States telecommunication authorities co-operated closely in planning a re-organization of frequency arrangements in the two countries, as called for by a broad multi-lateral agreement achieved through the International Telecommunication Union in 1951. Plans were made for co-ordinated changes of frequencies in both countries over a period of several years. An agreement on the allocation of television frequencies was concluded between the two countries in June.

As a result of negotiations which extended over a number of years, an agreement was signed between Canada and the United States, on February 21, on the subject of the radio equipment to be carried by ships on the Great Lakes. For reasons of safety and greater control, ships above specified sizes will be required to carry radio-telephone equipment.

The International Telecommunication Union held a Plenipotentiary Conference in Buenos Aires beginning on October 3. The Conference confirmed decisions taken in 1951 by an Extraordinary Administrative Radio Conference on the subject of frequency allocations, and established a financial and administrative programme for the Union to cover the next five years. Canada was re-elected to a seat on the 18-member Administrative Council of the Union.

## 9. DOUBLE TAXATION AGREEMENTS

Canada's double taxation agreements are of the following types: those dealing with taxes on income, those dealing with succession duties, and those dealing with taxes on profits earned from the operation of shipping and aircraft. Some agreements of the last mentioned type were concluded a number of years ago and cover profits from shipping only.

In March 1952, Canada and the Netherlands agreed on reciprocal exemptions for citizens of both countries from taxes on profits from shipping and aircraft. A previously concluded agreement with the United Kingdom on taxation of income was extended, on May 22, to cover the colonies of British Guiana and Santa Lucia. Discussions proceeded during the year with three other countries for agreements on income taxes and succession duties.

## IX

### LEGAL AFFAIRS

The Legal Division has the primary responsibility in the Government service to advise on questions of international law. In addition, it performs the usual advisory functions incidental to the Department's work, subject to the overriding authority of the Department of Justice, on questions involving the domestic law of Canada; and it is responsible for the administration of a number of specific tasks of a legal nature. These include the maintenance of the Canadian Treaty Register; the prosecution of claims against foreign countries; the transmission of documents under civil procedure conventions, extradition treaties and conventions for the reciprocal enforcement of maintenance orders; and the authentication of legal documents for use abroad. The Division also provides counsel in the presentation of Canadian Government cases at meetings of the International Joint Commission, the Canada-United States body established under the Boundary Waters Treaty of 1909.

#### 1. UNITED NATIONS AND INTERNATIONAL COURT OF JUSTICE

There was little progress in 1952 in the United Nations studies of the question of defining aggression, the drafting of the code of offences against the peace and security of mankind and the desirability of establishing an international court of criminal jurisdiction. The draft code was taken off the agenda of the Assembly on recommendation of its Steering Committee and the other two questions were each referred to special ad hoc committees of representatives of designated states for further study and report.

The Genocide Convention was ratified by Canada on September 3, after the Standing Committee on External Affairs had considered the implications of the Advisory Opinion of the International Court of Justice concerning the effect of the reservations of the communist countries to certain articles of this Convention and the objections to these reservations made by other states. Canadian ratification was without reservation and without objection to reservations of other states.

The Advisory Opinion of the International Court of Justice in the action brought by the United Kingdom against Norway regarding the extent of Norwegian territorial waters continues to receive the attention of other states. At the close of the year, its implications were still under study by the departments of the Canadian Government which are concerned with the delimitation of Canadian territorial waters.

#### 2. NORTH ATLANTIC TREATY AGREEMENTS

Two protocols to the North Atlantic Treaty were signed by Canada in 1952. By the first, members of the North Atlantic Treaty Organization undertake to extend to the members of the European Defence Community guarantees of mutual protection in case of an attack against the members



of the Community.<sup>1</sup> The second concerns the status of the International Military Headquarters set up pursuant to the Treaty. It was designed to extend to such headquarters the privileges accruing to the armed forces of the North Atlantic Treaty Organization member states stationed in the territory of another member country under the Agreement between the Parties to the North Atlantic Treaty regarding the Status of their Forces signed at London on June 19, 1951.

Arrangements were also made to secure to Canadian Forces the practical benefits of the treaty last mentioned, and to secure to Canadians having civilian rather than military status the corresponding benefits under the agreement of September 20, 1951 relating to the international staff of the North Atlantic Treaty Organization.

### 3. CONTRACTUAL AGREEMENTS WITH GERMANY

The principles of a new relationship between the three occupying powers and the Federal Republic of Germany were laid down in a set of conventions signed at Bonn on May 26 and commonly described as the Contractual Agreements. On the following day, six European countries, including the Federal Republic of Germany, signed in Paris the treaty constituting the European Defence Community. None of those conventions required signature by the Canadian Government. However, when ratified by all signatories, they will affect specific Canadian interests, particularly because of the presence of Canadian armed forces on German soil. The Legal Division is responsible for advising on the steps to be taken in order to adjust the requirements of Canadian policy to the changing status of the Federal Republic.

### 4. CLAIMS

Following the approval by the Canadian Government of the Advisory Report of Chief Justice J. L. Hsley in connection with Canadian claims arising from the Second World War, a War Claims Commission was set up to receive claims in respect of death, personal injury, maltreatment, and loss of, or damage to, property. Assets of former enemy countries vested in the Custodian of Enemy Property under wartime legislation will be applied in reduction of claims which meet the requirements of the Commission. The Department has been able to furnish the Commission with information as to the status and place of internment of former Canadian prisoners of war. It has conducted and will conduct, when necessary, enquiries in other countries, on behalf of the War Claims Branch of the Department of the Secretary of State and the Commission, on matters within their competence.

Claims for the recovery or restitution of identifiable property lost as a result of the war, or confiscated under nationalization or agrarian reform measures, continue to be the primary responsibility of the Department of External Affairs. Of these claims, those against certain countries in Eastern Europe constitute a hard core of difficult problems. It is an established principle of international law that claims for compensation are valid if they are based on discrimination against aliens. However, the nationalization laws of these countries have frequently failed to provide compensation for their own citizens and aliens alike, and this has presented a novel situation. In certain instances, the conclusion of

---

<sup>1</sup> See Section 3 below.

bilateral trade and payments agreements between countries with nationalization claims and eastern European countries has paved the way for arrangements leading to the satisfaction of these claims. Since Canada does not, as a matter of policy, favour bilateral agreements of this character as a method of conducting international trade, it has not been possible to consider seeking satisfaction on this basis.

Claims arising out of nationalization measures in Yugoslavia are in a different category. Pursuant to a co-operative arrangement between Commonwealth countries, Yugoslavia agreed to pay £ 4,500,000 into a fund administered by the Foreign Compensation Commission in London. Canada is represented on this Commission when Canadian claims are considered.

## 5. EXTRADITION

Canada has extradition treaties or arrangements with thirty-seven countries. The Department supervises the implementation of these treaties and is the official channel through which requests are made for the extradition of prisoners between Canada and foreign countries. Thirteen extradition cases were handled by the Department during the year.

On July 11, instruments of ratification were deposited in Ottawa bringing into force the Supplementary Convention to Amend the Extradition Treaty of 1842 between Canada and the United States. The Convention provides for limited extradition for fraud in the sale of securities.

## 6. REVIVAL OF CONVENTIONS WITH JAPAN

The Japanese Peace Treaty provided that each of the Allied Powers, within one year after the treaty had come into force between it and Japan, would notify Japan which of its bilateral treaties or conventions with Japan it wishes to continue in force or revive; that any such treaties so notified should continue in force or be revived subject only to suggested amendments as might be necessary to ensure conformity with the Peace Treaty; and that all such treaties and conventions as to which Japan was not so notified should be regarded as abrogated. Accordingly, the Department, in consultation with other departments, has been reviewing the bilateral treaties in force between Canada and Japan at the outbreak of the Second World War to determine which of these should continue in force or be revived in accordance with the Peace Treaty. The appropriate action on these treaties is likely to be taken in 1953.

## 7. MARITIME CONVENTIONS

International conventions in the field of maritime law are in the process of negotiation and adoption by a number of countries. A Canadian observer attended the Brussels Diplomatic Conference on Maritime Law in May 1951 and the Department has welcomed the initiative of the Canadian Maritime Law Association in undertaking a study of the three conventions adopted at the Brussels Conference from the viewpoint of Canadian interests.

## X

### PROTOCOL

The duties of the Protocol Division include arrangements for the exchange of diplomatic and consular representatives between Canada and other countries and the administration of the privileges and immunities prescribed for these representatives by international law and practice. They further include arrangements for official hospitality extended by the Minister or senior officials of the Department, questions of precedence among members of the Diplomatic Corps and of Canadian diplomatic missions abroad, honours and awards for members of the Canadian Armed Forces (in conjunction with other interested authorities of the Canadian Government), and enquiries on points of diplomatic protocol.

#### 1. CANADIAN REPRESENTATION ABROAD

Canada's expanding international relationships were reflected in a number of developments in Canadian diplomatic and consular representation abroad. The Canadian Liaison Mission in Japan was replaced by an embassy; an embassy was opened in Uruguay and arrangements were made for the establishment of another in Colombia; the Canadian Consulates General in Lisbon (Portugal) and in Caracas (Venezuela) were replaced respectively by a legation and an embassy; a legation was opened in Austria; a permanent delegation was accredited to the North Atlantic Council at Paris; and a consulate was opened at New Orleans (U.S.A.). On the other hand, the Consulates at Frankfurt (Germany) and at Shanghai (China) were closed.

Credentials were prepared and the necessary procedure carried out for the appointment of the representatives assigned to the new posts thus created. Arrangements were similarly made for the accreditation of newly appointed Canadian diplomatic envoys to Argentina, Denmark, Finland, Iceland, India, Italy, the Netherlands, Norway, Sweden and Turkey. Credentials were also prepared for a new representative to the Organization for European Economic Co-operation at Paris, and for special delegations to various international conferences and to state occasions abroad. A total of thirty Canadian consular appointments were dealt with. In addition, arrangements were made for the notification to foreign governments of the appointment of officers of the Department of Trade and Commerce to posts abroad.

A list of countries in which Canada maintains diplomatic missions or consulates is given in Appendix A. Additional information will be found on these posts in the quarterly publication of the Department entitled *Canadian Representatives Abroad and Representatives of Other Countries in Canada*.



## 2. COMMONWEALTH AND FOREIGN REPRESENTATION IN CANADA

The Protocol Division sought Her Majesty's approval of the envoys proposed by foreign governments and scrutinized the credentials of the new foreign and Commonwealth representatives in Canada.

Arrangements were made for the presentation of credentials by heads of mission representing Yugoslavia, Peru, Cuba, Pakistan, Italy, Brazil, Mexico, Japan, Portugal, Greece, the United Kingdom, Denmark, Austria and Turkey. Definite or provisional recognition was granted to sixty-three foreign consular representatives.

As is customary, diplomatic and consular representatives of other countries arriving in Canada made their first contact with the Protocol Division, which serves their missions also as a channel for general enquiries, a source of information on Canadian Government regulations and procedure, and as a guide to protocol practice in Ottawa. The new appointed naval military and air attachés of foreign missions in Ottawa also were introduced by the Chief of Protocol to the Department of National Defence.

By the close of the year, thirty-five countries had established diplomatic missions in Canada, nineteen of which were embassies, six high commissioners' offices and ten legations. In addition two countries, Iceland and Luxembourg, had accredited their Ministers to the United States as Ministers as well to Canada, but without opening offices in this country. A list of countries which maintain diplomatic missions in Canada will be found in Appendix B. A more detailed listing is contained in the Department's quarterly publication *Diplomatic and Consular Representatives in Ottawa*.

## 3. DEATH OF KING GEORGE AND ACCESSION OF QUEEN ELIZABETH

Immediately on receiving news of the death of His Majesty King George VI, the Department communicated with all Canadian missions abroad, giving the necessary instructions for the observance of mourning and for notification to foreign governments, in the appropriate form, of the death of the King and the accession of Her Majesty Queen Elizabeth II. Letters of condolence from foreign governments were received and acknowledged.

Heads of Canadian diplomatic missions abroad whose appointment had been effected during the reign of His late Majesty were provided with new letters of credence signed by the Queen. In a similar manner, the heads of foreign diplomatic missions in Canada presented to His Excellency the Governor General new letters of credence addressed to the Queen.

## 4. DIPLOMATIC PRIVILEGES AND IMMUNITIES

As in previous years, the administration of the privileges and immunities accorded to diplomatic and consular representatives under international law, and to international organizations and their officials by authority of the Privileges and Immunities (United Nations) Act, involved a flow of enquiries from Commonwealth and foreign representatives, and from the organizations.

The constant constitutional evolution within the Commonwealth gives rise to questions relating to privileges and immunities, as well as other matters of diplomatic procedure, on which there has been a full exchange of views with the various authorities concerned.

The status of officials representing other Canadian Government departments abroad has been the subject of general consultations with these departments.

Travel within Soviet territory by members of the Canadian Embassy at Moscow has in recent years been subject to increasing restrictions. In view of this, a note was sent by the Department on March 10 to the Soviet Embassy in Ottawa, stating that in future a written notification from the Embassy to the Department would be required on every occasion when a member of the staff of the Embassy or any Soviet member of the household of an Embassy staff member wished to travel beyond a distance of 25 miles from the city limits of Ottawa.

Personnel of the Canadian armed forces serving in Korea became eligible to receive two new service medals: the United Nations Service Medal awarded under certain conditions to members of all United Nations forces in Korea; and the Korea Medal awarded by several Commonwealth countries to members of their fighting forces.

## 5. DISTINGUISHED VISITORS

Canada again played host in 1952 to a large number of distinguished visitors.

In April, Her Majesty Queen Juliana of the Netherlands was able to fulfil her long-standing desire to renew her wartime ties with Canada. In view, however, of the national mourning of His Majesty King George VI, the visit was an unofficial one and included no state functions.

Among other guests for whom the Division assisted in arranging hospitality during the year were: The Right Honourable Winston Churchill, Prime Minister of the United Kingdom; The Right Honourable R. G. Menzies, Prime Minister of Australia; The Right Honourable Anthony Eden, Foreign Secretary of the United Kingdom; the Honourable Clifton Webb, Minister of External Affairs and Minister of Justice of New Zealand; The Honourable Dean Acheson, Secretary of State of the United States of America; His Excellency Moshe Sharet, Foreign Minister of Israel, and His Excellency André Francois Poncet, Ambassador of France and High Commissioner of the French Republic in the Federal Republic of Germany.

## **XI**

### **INFORMATION, LIAISON WITH THE PRESS AND HISTORICAL RESEARCH AND REPORTS**

#### **1. INFORMATION**

An essential aspect of the information work of the Department is to explain and to document the nature of Canadian foreign policy, to answer enquiries about it and, wherever possible, to overcome misconceptions about Canada. Canadian diplomatic posts are supplied with the texts of important statements and speeches, with publications about Canada, and with a range of photographs to meet the interest and requests of foreign newspapers. Much of this material extends beyond the field of foreign policy and is intended to assist foreign journals, officials, or private individuals in satisfying their interest in Canada. In this work the Department co-operated closely with other departments and business organizations. It also endeavoured to assist Canadians to gain an understanding of international affairs.

During the year 1952 stress was laid upon the increased international obligations which Canada has assumed and discharged, for example, the active part played by it in the United Nations and its Specialized Agencies, its contribution to the North Atlantic Treaty Organization and its co-operation within the Commonwealth.

#### **UNESCO**

The Department continued to serve as the official channel between Canada and the United Nations Educational, Scientific and Cultural Organization. It also co-ordinated Canadian participation in conferences and gatherings of a special nature coming within the Organization's field of interests. The Department further served to some extent as a channel between the Organization and societies and individuals in Canada interested in its affairs. Information about Canadian progress in fields of interest to the Organization was provided by the Department, although much of the basic work in compiling such data was done by voluntary organizations in Canada. The Department made arrangements for Canadian participation in three educational seminars and in other international gatherings supported by the Organization.

The Department prepared the background of information and instructions for the Canadian Delegation which attended the Seventh General Conference of the Organization in Paris in November and early December. This delegation took an active part in the sessions of the Conference, particularly in fields relating to fundamental education and technical assistance. The budget adopted by the Conference and the outline of future activities approved by it were in close accord with the views expressed in the Conference by the Canadian Delegation.



## Canadian Government Overseas Awards

A new responsibility assumed by the Department was the administration of fellowships and scholarships awarded to Canadians by the Canadian Government out of blocked balances standing to its credit in France and the Netherlands. It carried out this task in co-operation with the Royal Society of Canada, which undertook the selection of candidates. Twenty-one awards were made, eighteen enabling recipients to study in France (eight fellowships and ten scholarships) and three in the Netherlands (one fellowship and two scholarships). Fellows are allowed the equivalent in foreign funds of \$4,000, and scholars the equivalent of \$2,000.

## Radio and Television

An increasing number of opportunities were afforded to missions abroad to incorporate Canadian information in radio and television programmes. The most notable case was perhaps that of the Advertising Council of America, through which some fifty-five national network radio and television programmes in the United States paid tribute to Canada on July 1, devoting attention to Canadian progress and to Canada's role in world affairs.

## CBC International Service

Liaison between the Department and the CBC International Service was extended. Arrangements were made to provide the Service with a steady flow of background documents and policy papers. Officers of the Department going abroad on posting visited the Service to become acquainted with its general objectives and its special problems as regard the areas to which they were going. Arrangements were likewise made for officers returning from abroad to make the benefit of their experience available to the Service. On some occasions, posts abroad helped to arrange the rebroadcast of the Service's transmissions through local facilities. In other places, posts arranged for the use of recordings regularly received from the Service.

## Information Material

To assist posts abroad in their information work, the Department made available a variety of publications (*see* Appendix E), photographs and films. It shared with other Departments and appropriate non-governmental organizations the task of procuring information material and on occasion obtained permission to distribute reprints of articles in Canadian magazines likely to be of interest abroad. During the year twenty thousand photographs portraying Canadian life and activities were distributed through Canadian posts in the form of individual pictures or illustrated feature articles. The Department co-operated with the National Film Board in supplying documentary films to diplomatic, consular and trade posts abroad for use at screenings in each area. During the year the posts noted an increase of about forty per cent in the demand for Canadian films. New films were added as they became available and progress was made in supplying foreign language versions of popular subjects.

## Visiting Journalists

The Department assisted foreign journalists in the planning of itineraries, provided them with background documents and pictures and made arrangements for interviews with government officials and other authorities. Assistance was frequently provided also by provincial governments and by business concerns with interests abroad. The articles prepared by these journalists strengthened the conviction that encouragement of such visits constitutes perhaps the best single method of simulating interest in Canada abroad.

## Enquiries

Requests from abroad for information on Canadian topics and from Canadians for information on Canada's foreign policy and international affairs in general are dealt with by the Information Division. During the year, approximately seventeen thousand enquiries were handled by the Division. More than three-quarters of the enquiries originated outside of Canada, chiefly in the United States.

## Cultural Affairs

The Department assists the National Gallery in arranging exhibitions of Canadian art abroad. During the year, a selection of Canadian paintings was shown at the Biennale in Venice. Paintings were also sent to an exhibition in Colombo and children's paintings and drawings to exhibitions in Paris and Japan. The works of four Canadian artists were put on display at the Second International Exhibition of Black and White held in Lugano (Switzerland).

The Department co-operates also with provincial authorities and private organizations when invitations to cultural exhibitions are received. School books were furnished for an exhibition in Stockholm and for one in London organized by the British Historical Association. A variety of display material made available by the Canadian Education Association was sent to the Australian Education Exhibition.

Limited funds were available to provide gifts of Canadian publications and books to universities and organizations abroad, and also to visiting statesmen and journalists. A selection of Canadian books and periodicals was presented to universities in Brazil, France, Japan, the Netherlands and Pakistan.

## 2. RELATIONS WITH THE PRESS

The Press Office, which is responsible for the Department's relations with the press, has answered numerous enquiries on a wide variety of subjects from the press. The main topics on which information was sought throughout the year were Canada's role in the United Nations and in the North Atlantic Treaty Organization, Canada's participation in the Korean conflict, the progress of the Korean armistice negotiations, the developments regarding the St. Lawrence seaway and power project.

## 3. HISTORICAL RESEARCH AND REPORTS

The Department continued to be represented on the interdepartmental Committee on Public Records by its Director of Historical Research, who

acts also as chairman of the Archives Committee and the Library Committee. The Library Committee controls the procurement of publications, and the Archives Committee the retirement of files which have ceased to be active but may have a permanent value.

The groundwork effected by the Historical Research Division in 1951, its initial year, enabled it in 1952 to carry out a larger number of studies and to intensify the collecting and reclassification of documents with a view to further reference and eventual publication.

## Archives

Considerable progress was made in the retirement of records through the microfilming of the Passport Office files. Already the number of passport files microfilmed exceeds 624,300, and filing equipment equivalent to 255 four-drawer cabinets has been released which is now used to reorganize and expand both the active and dormant sections of the departmental registry.

The retirement of obsolete material was also pursued through the ordinary and slower process of screening and destruction or transfer to other authorities, thus disposing of 20,000 files.

## Library and Press Clipping Services

An inventory conducted at the beginning of 1952 showed that the departmental library possessed 21,800 volumes and 662,770 documents. During the year, 1886 additional volumes and 147,520 documents were received. Of these 147,520 documents, 70,714 were distributed to other government departments. In acquiring books, special account was taken of the desirability of expanding the collection on international law. 820 books were ordered for posts abroad; these posts are also allowed to buy books locally up to a fixed maximum amount.

One hundred and fifty-two different periodicals were subscribed to for the library, mostly from Canada (37), the United States (52), and the United Kingdom (27), but also from other countries. Subscriptions to periodicals were also entered for posts abroad.

Over five thousand Library of Congress catalogue cards were ordered for the library which uses the Library of Congress system of classification.

A daily average of 365 books and 133 periodicals were on loan within the Department. Loans to other libraries, Members of Parliament, and research students in 1952 totalled 628.

Several thousand reference enquiries were handled and bibliographies on a variety of topics were compiled on request. A diary of current events of interest to the Department was undertaken as well as a monthly survey of periodicals.

The Press Clipping Service continued to supply information gathered from 80 current daily and weekly newspapers placed at its disposal for that purpose.



## XII

### CONSULAR AFFAIRS

#### 1. ASSISTANCE TO CANADIANS

During the year, the usual consular assistance was rendered to Canadian citizens and residents covering such matters as: estates, protection of interests abroad, location of missing relatives, securing various documents from foreign governments and financial assistance on a recoverable basis to destitute and stranded Canadian citizens on foreign soil.

Representations have been made by the United Kingdom Chargé d'Affaires in Peking on behalf of the Canadian Government either to obtain the release of Canadians still remaining in China or at least to improve their condition. In 1950, there were about 400 Canadian citizens in that country, most of whom were missionaries; this number was reduced to about 200 by the end of 1951. During the course of the past year a further 100 Canadian missionaries were permitted to leave or were deported. Of the 95 who now remain, the majority have so far been denied exit permits to leave the country while 14 missionaries are known to be detained in prison or under house arrest.

During the year, many Canadian citizens residing or intending to reside in the United States received advice concerning their possible liability for service in the United States Armed Forces. An examination has been made of the new United States Immigration and Nationality Act so that advice may be given regarding its possible effects on Canadian citizens who enter or reside in the United States.

#### 2. CO-OPERATION WITH OTHER DEPARTMENTS

Increased Canadian defence responsibilities abroad have given rise to increased consular problems. Arrangements have been made for members of the Canadian armed forces to travel on leave in European countries which are members of the North Atlantic Treaty Organization, Sweden and Switzerland without being in possession of either passport or visas.

Officers of the Department have continued to represent and act on behalf of other Government departments, especially the Department of Citizenship and Immigration, at posts where the latter are not directly represented.

Canadian consular officers located at posts have continued to provide services and assistance to Canadian seamen and merchant shipping.

### 3. PASSPORTS AND CERTIFICATES OF IDENTITY

The number of travel documents issued in the fiscal year ended March 31, 1952 represents a sharp increase over those issued in the previous year. During the fiscal year ended March 31, 1952, 77,096 passports were issued and, of this total, 71,512 were issued by the Passport Office in Ottawa. (A total of 67,513 were issued in the previous fiscal year). During the same period, the Passport Office issued 2,409 Canadian Certificates of Identity to bona fide residents who were unable to obtain national passports or other travel documents, and 922 certificates were renewed. (In the previous year, 2,243 certificates were issued and 366 renewed). The total revenue for the period was \$370,177 as compared with \$317,178 in the previous year.

### 4. CONFERENCES

Two international conferences held in Canada required special consular arrangements: the XVIIIth International Red Cross Conference held in Toronto from July 23 to August 9, which brought delegates from 72 countries; and the meeting of a Committee of the Inter-American Statistical Institute held from September 29 to October 31, which was followed by a seminar on statistical organization sponsored by the United Nations Statistical Commission.

### 5. CONSULAR POSTS

A list of the consular posts, including the new consulate opened in New Orleans on February 15, 1952, will be found in Appendix A.

## XIII

# ORGANIZATION, PERSONNEL AND ADMINISTRATION OF THE DEPARTMENT

### 1. ORGANIZATION

The Minister, in presiding over the Department, is assisted in his duties by an Under-Secretary (Deputy Minister), a Deputy Under-Secretary, three Assistant Under-Secretaries, and officers and employees of various ranks and designations.

The officers and employees below the rank of Assistant Under-Secretary are divided, at home, into seventeen divisions, a Press Office, an International Conferences Section, and a Translation Bureau. According to the geographical area or the political institution with which they are concerned, or the particular nature of their duties, the divisions are known, in alphabetical order, as the American Division, the Commonwealth Division, the Consular Division, the Defence Liaison Divisions I and II, the Economic Division, the Establishments and Organization Division, the European Division, the Far Eastern Division, the Finance Division, the Historical Research and Reports Division, the Information Division, the Legal Division, the Personnel Division, the Protocol Division, the Supplies and Properties Division, and the United Nations Division.

The Canadian posts abroad now include twenty-one embassies, nine legations, six high commissioners' offices and eight consulates or consulates general. The Ambassador to Belgium and the Minister to Norway are also respectively accredited as Ministers to Luxembourg and Iceland, but no posts are maintained in these countries. A military mission is stationed in Berlin, and permanent delegations are maintained at the seats of the United Nations in New York and Geneva, and at the headquarters of the North Atlantic Council and the Organization for European Economic Co-operation in Paris.<sup>1</sup>

### 2. PERSONNEL

Twenty-one new foreign service officers joined the Department as a result of a competition held in the previous year. In addition, four candidates who were already in the Department obtained Foreign Service Officer status through this competition. Another competition commenced on November 15. It is expected that some of the successful candidates will join the Department during 1953.

For the first time in the officer ranks, promotion policies were carried out within an authorized establishment. The recommendations on the

---

<sup>1</sup> See also Chapter X and Appendix A.



numbers and classes of administrative staff positions made by the Department to the Civil Service Commission in 1951 were approved with some amendments by the Treasury Board.

The established policy of proceeding with the permanent appointment of as many eligible members as possible was continued. By the end of 1951, the number of permanent employees accounted for 70.9 per cent of the Department's quota, 769. Since that date, the proportion of permanent employees in the Department has reached 76.6 per cent.

On December 1, the distribution of the staff of the Department between Ottawa and posts abroad was as follows:

	<i>Ottawa</i>	<i>Abroad</i>	<i>Total</i>
Officers (including heads of mission)	136	140	276
Administrative staff .....	472	276	748
Local employees .....	...	389	389
Total .....	608	805	1,413

### 3. ADMINISTRATION

Provision was made in the supplementary estimates of 1951-52 for the creation in the Consolidated Revenue Fund of a special working capital account out of which cash advances could be made for the operation of posts abroad. In this way, it was possible to restrict the money provided in the Representation Abroad Vote (Operational) to the amount estimated as being actually required for operational expenditures.

To save Canadian dollars, a few posts abroad were financed with funds from local governments refunding military relief accounts or paying war reparations.

Property was purchased in Paris to be used, after partial demolition and reconstruction, as a chancery. A plot of land in Tokyo, adjoining the present government-owned property, was acquired for the erection of staff residences. Plans for these buildings are now in preparation. A garage and staff quarters were erected at the Ambassador's residence in Havana. A new heating and air-conditioning system was installed in the government-owned premises in New Delhi.

New office premises were leased in Ankara, Belgrade, Havana, Helsinki, Lisbon and Santiago. A new residence was leased in Ankara and a residence was leased for the Permanent Representative of Canada to the North Atlantic Council.

The departmental Advisory Committee on Properties and Furnishings reviewed the requirements of various posts, particularly in Western Europe. A complete furnishings programme for the new residence in Paris was carried out, and partial furnishing programmes for the official residence in Brussels and The Hague were completed and financed through the settlement of military relief credits.

A part-time departmental adviser on interior decoration was appointed in the person of Mr. H. E. D. Irvine of Toronto. In this capacity, he visited Paris, The Hague and Rome during the year.

A review of the allowance structure for the foreign service was begun with the object of bringing the present structure more into line with current conditions. To assess the accuracy of existing methods of determining the cost of living statistics on which the allowances are based, an official of the Dominion Bureau of Statistics visited several European posts.

Work continued towards a re-organization of the departmental registry and filing system for both Ottawa and posts abroad. This involved a study of filing systems used by the foreign services of other countries and various departments of the Canadian Government, the preparation of a file classification guide, and recommendations for improving the organization and procedures of the registry. It is hoped to start implementing the new system early in 1953.

New business machines, electrical dictating equipment, and new methods of communication were introduced with consequent savings in time, money and staff.

## XIV

### CANADIAN REPRESENTATION AT INTERNATIONAL CONFERENCES

The Department is responsible for co-ordinating Canada's participation in international conferences. Decision as to whether and how Canada should be represented is made by the Minister, upon the recommendation of the Department principally concerned, or where appropriate, by Cabinet.

In 1952, Canada was represented at conferences where the questions to be discussed were of sufficient importance to this country as to warrant such representation. Among those conferences where Canada was represented, thirteen were Commonwealth meetings, twenty-nine were summoned by the United Nations, forty-two by United Nations Specialized Agencies, six by the North Atlantic Treaty Organization, thirty-three by other inter-governmental organizations, and twenty by non-governmental organizations.

Ten conferences were convened in January, fourteen in February, nine in March, thirteen in April, seventeen in May, ten in June, nine in July, six in August, twenty-two in September, seventeen in October, eleven in November, and five in December.

Of the nine conferences held in Canada, those perhaps of most general interest were the Eighteenth International Red Cross Conference, held in Toronto in July, and the Conference of the Commonwealth Parliamentary Association, held in Ottawa in September. Also of more than routine interest were the Sixth British Commonwealth Forestry Conference and the United Nations Seminar on Statistical Organization, both of which took place in Ottawa.

The Secretary of State for External Affairs was called upon to preside over meetings of two important international bodies: the North Atlantic Council and the General Assembly of the United Nations.



## APPENDIX A

### DIPLOMATIC AND CONSULAR POSTS MAINTAINED ABROAD BY CANADA<sup>1</sup>

Name of Country	Nature of Post
Argentina	Embassy
Australia	High Commissioner's Office
Austria	Legation
Belgium	Embassy
Brazil	Embassy (Rio de Janeiro); Consulate (Sao Paulo)
Chile	Embassy
Colombia	Embassy
Cuba	Embassy
Czechoslovakia	Legation
Denmark	Legation
Finland	Legation
France	Embassy
Germany	Embassy (Bonn); Military Mission (Berlin)
Greece	Embassy
India	High Commissioner's Office
Ireland	Embassy
Italy	Embassy
Japan	Embassy
Mexico	Embassy
Netherlands	Embassy
New Zealand	High Commissioner's Office
Norway	Legation
Pakistan	High Commissioner's Office
Peru	Embassy
Philippines	Consulate General
Poland	Legation
Portugal	Legation
Sweden	Legation
Switzerland	Legation
Turkey	Embassy (Ankara); Consulate (Istanbul)
Union of South Africa	High Commissioner's Office
Union of Soviet Socialist Republics	Embassy
United Kingdom	High Commissioner's Office
United States of America	Embassy (Washington); Consulates General (Boston, Chi- cago, New York and San Fran- cisco); Consulates (Detroit, New Orleans); Vice-Consulate (Port- land, Maine)
Uruguay	Embassy
Venezuela	Embassy
Yugoslavia	Embassy
<b>Name of Organization</b>	
North Atlantic Council	Permanent Delegation (Paris)
Organization for European Eco- nomic Co-operation	Permanent Delegation (Paris)
United Nations	Permanent Delegation (New York and Geneva)

<sup>1</sup> No posts are maintained in Iceland and Luxembourg, but the Canadian Minister to Norway is also accredited as Minister to Iceland, and the Ambassador to Belgium as Minister to Luxembourg.

## APPENDIX B

### DIPLOMATIC MISSIONS IN CANADA<sup>1</sup>

Name of Country	Nature of Post
Argentina	Embassy
Australia	High Commissioner's Office
Austria	Legation
Belgium	Embassy
Brazil	Embassy
Chile	Embassy
China	Embassy
Cuba	Embassy
Czechoslovakia	Legation
Denmark	Legation
Finland	Legation
France	Embassy
Germany	Embassy
Greece	Embassy
India	High Commissioner's Office
Ireland	Embassy
Italy	Embassy
Japan	Embassy
Mexico	Embassy
Netherlands	Embassy
New Zealand	High Commissioner's Office
Norway	Legation
Pakistan	High Commissioner's Office
Peru	Embassy
Poland	Legation
Portugal	Legation
Sweden	Legation
Switzerland	Legation
Turkey	Embassy
Union of South Africa	High Commissioner's Office
Union of Soviet Socialist Republic	Embassy
United Kingdom	High Commissioner's Office
United States of America	Embassy
Uruguay	Legation
Yugoslavia	Embassy

<sup>1</sup> Iceland and Luxembourg do not maintain diplomatic posts in Canada, but their Ministers to the United States are accredited also to Canada.

## **APPENDIX C**

### **INTER-GOVERNMENTAL INTERNATIONAL ORGANIZATIONS OF WHICH CANADA IS A MEMBER**

#### **Canada-United Kingdom**

Continuing Committee on Trade and Economic Affairs

#### **Canada-United States**

International Boundary Commission  
International Fisheries Commission (Halibut)  
International Joint Commission  
International Pacific Salmon Fisheries Commission  
Joint Industrial Mobilization Committee  
Permanent Joint Board on Defence

#### **Commonwealth**

Commonwealth Advisory Aeronautical Research Council  
Commonwealth Agricultural Bureaux  
Commonwealth Air Transport Council  
Commonwealth Economic Committee  
Commonwealth Shipping Committee  
Commonwealth Telecommunications Board  
Imperial War Graves Commission  
South Pacific Air Transport Council

#### **Inter-Allied**

Inter-Allied Reparations Agency

#### **Inter-American**

Commission on Geography and on Cartography of the Pan-American Institute of Geography and History  
Inter-American Conference on Social Security  
Inter-American Radio Office  
Postal Union of the Americas and Spain

#### **United Nations and Specialized Agencies**

United Nations (including the International Court of Justice)  
Food and Agriculture Organization (FAO)  
International Bank for Reconstruction and Development (IBRD)  
International Civil Aviation Organization (ICAO)  
International Labour Organization (ILO)  
International Monetary Fund (IMF)  
International Telecommunication Union (ITU)  
United Nations Educational, Scientific and Cultural Organization (UNESCO)  
Universal Postal Organization (UPU)  
World Health Organization (WHO)  
World Meteorological Organization (WMO)

#### **Other Organizations**

Central Bureau, International 1:1,000,000 Map of the World  
Consultative Committee on Economic Development in the South and South-east Asia  
General Agreement on Tariffs and Trade



Inter-Governmental Committee for European Migration  
International Bureau of Weights and Measures  
International Committee of Military Medicine and Pharmacy  
International Cotton Advisory Committee  
International Customs Tariffs Bureau  
International Hydrographic Bureau  
International Institute of Refrigeration  
International Materials Conference  
International Rubber Study Group  
International Tin Study Group  
International Union for the Protection of Industrial Property  
International Union for the Protection of the Rights of Authors over their  
Literary and Artistic Works  
International Whaling Commission  
International Wheat Council  
International Wool Study Group  
North Atlantic Treaty Organization  
Organization for European Economic Co-operation (as an associate member  
only)  
Preparatory Committee of the Proposed Inter-Governmental Maritime  
Consultative Organization

## APPENDIX D

### TREATIES, CONVENTIONS AND OTHER INTERNATIONAL AGREEMENTS CONCLUDED BY CANADA DURING 1952

#### 1. MULTILATERAL AGREEMENTS

*Special Exchange Agreement* between the Government of the Federal Republic of Germany and the Contracting Parties to the General Agreement on Tariffs and Trade. Signed at Geneva, January 14, 1952.

*Final Act* of the second United Nations Technical Assistance Conference. Signed at Paris, February 7, 1952.

*First Protocol* of rectifications and modifications to the texts of the schedules to the General Agreement on Tariffs and Trade. Signed at New York, April 9, 1952.

*First Protocol* of supplementary concessions to the General Agreement on Tariffs and Trade (Union of South Africa and Germany). Signed at New York, April 9, 1952.

*Fourth Additional Protocol* to the Brussels Agreement of December 5, 1947, relating to the resolution of conflicting claims to German enemy assets. Signed at Brussels, April 30, 1952.

*International Convention* for the high seas fisheries of the North Pacific Ocean. Signed at Tokyo, May 9, 1952.

*Protocol* to the North Atlantic Treaty on guarantees given by the parties to the North Atlantic Treaty to the members of the European Defence Community. Signed at Paris, May 27, 1952.

*Agreement* for the settlement of disputes arising under Article 15(a) of the Treaty of Peace with Japan. Signed at Washington, June 13, 1952.

*Protocol* extending the period of the Agreement on North Atlantic Ocean Weather Stations signed at London on May 12, 1949. Signed at Montreal, June 19, 1952.

*Universal Postal Convention* and related documents. Signed at Brussels, July 11, 1952.

*Protocol* on the status of international military headquarters set up pursuant to the North Atlantic Treaty. Signed at Paris, August 28, 1952.

*Universal Copyright Convention*. Signed at Geneva, September 6, 1952.

*Protocol* concerning the application of the Universal Copyright Convention to the works of stateless persons and refugees. Signed at Geneva, September 6, 1952.

*Protocol* concerning the application of the Universal Copyright Convention to the works of certain international organizations. Signed at Geneva, September 6, 1952.

*Protocol* concerning the effective date of instruments of ratification or acceptance of or accession to the Universal Copyright Convention. Signed at Geneva, September 6, 1952.

*Supplementary Agreement* to revise Article II of the Agreement annexed to the Final Act of the Commonwealth-United States telecommunications meeting signed at London on August 12, 1949. Signed at London, October 1, 1952.

## 2. BILATERAL AGREEMENTS

## Austria

*Exchange of Notes* constituting an agreement reviving the application of the Convention between His Majesty and the Federal President of the Republic of Austria regarding legal proceedings in civil and commercial matters signed at London on March 31, 1931. Signed at Vienna, January 18, 1952.

## Ceylon

*Exchange of Notes* constituting an agreement giving formal effect to the Statement of Principles agreed between the Government of Canada and the Government of Ceylon for co-operative economic development of Ceylon. Signed at Colombo, July 3 and 11, 1952.

## Egypt

*Agreement* concerning war graves between the Commonwealth and Egypt. Signed at Cairo, June 8, 1952.

*Exchange of Notes* constituting an agreement for the exchange of most-favoured-nation treatment to facilitate trade between Canada and Egypt. Signed at Ottawa, November 26 and December 3, 1952.

## Italy

*Exchange of Notes* constituting an agreement regarding the issuance of multi-entry visas to diplomatic representatives, officials and non-immigrants. Signed at Rome, October 10, 1952.

## Monaco

*Exchange of Notes* constituting an agreement regarding visa requirements for non-immigrant travellers of the two countries. Signed at Monaco and Ottawa, January 22 and March 20, 1952.

## Netherlands

*Exchange of Letters* constituting an agreement to safeguard the rights of bona fide holders of bonds of Canada that were looted from their Netherlands owners during the second world war. Signed at Ottawa, April 10, 1952.

## New Zealand

*Exchange of Notes* constituting an agreement modifying the Agreement relating to Air Transport of August 16, 1950. Signed at Wellington, September 29, 1952.

## Spain

*Exchange of Notes* constituting an agreement on settlement of debts. Signed at Madrid, January 29, 1952.

## Union of South Africa

*Exchange of Notes* constituting an agreement regarding the temporary suspension of the margin of preference on unmanufactured logs. Signed at Ottawa, January 2 and 11, 1952.

*Exchange of Notes* constituting an agreement regarding the temporary suspension of the margin of preference on wool. Signed at Cape Town, February 19 and June 14, 1952.

## United Kingdom

*Exchange of Notes* constituting an agreement extending the double taxation Agreement with respect to income tax of June 5, 1946 to British Guiana and St. Lucia. Signed at Ottawa, May 9 and 22, 1952.



## United States of America

*Exchange of Notes* constituting an agreement to co-operate in preparing applications to the International Joint Commission for approval of the plans to construct power facilities on the St. Lawrence in connection with the development of an all-Canadian seaway. Signed at Washington, January 11, 1952.

*Exchange of Notes* constituting an agreement regarding the R.C.A.F.-U.S.A.F. re-supply of joint Canadian-U.S. Arctic weather stations. Signed at Ottawa, February 7, 1952.

*Agreement* for the promotion of safety on the Great Lakes by means of radio. Signed at Ottawa, February 21, 1952.

*Exchange of Notes* constituting an agreement providing for the relocation of two of the Pacific Ocean weather stations. Signed at Ottawa, January 22 and February 22, 1952.

*Exchange of Notes* constituting an agreement confirming the recommendation made by the Permanent Joint Board on Defence in March 1950 concerning leased bases in Newfoundland. Signed at Washington, February 13 and March 19, 1952.

*Exchange of Letters* constituting an agreement providing for the renewal of the Arrangement for the Exchange of Agricultural Labour and Machinery of 1942. Signed at Ottawa, April 15 and 16, 1952.

*Exchange of Notes* constituting an agreement regarding the allocation of television channels. Signed at Ottawa, April 23 and June 23, 1952.

*Exchange of Notes* constituting an agreement approving the arrangements under which applications were submitted to the International Joint Commission for approval of the construction of certain works for the development of power in the International Rapids Section of the St. Lawrence River. Signed at Washington, June 30, 1952.

*Exchange of Notes* constituting an agreement confirming the agreement of the United States Government to the removal of the Gut Dam by the Canadian Government. Signed at Ottawa, November 4 and 19, 1952.

*Exchange of Notes* constituting an agreement concerning the lease of parcels of land at Goose Bay. Signed at Ottawa, December 5, 1952.

## Venezuela

*Exchange of Notes* constituting an agreement renewing the terms of the commercial modus vivendi of October 11, 1950 for a further period of one year. Signed at Caracas, October 8, 1952.

## APPENDIX E

### PUBLICATIONS OF THE DEPARTMENT

#### 1. PRINTED PUBLICATIONS<sup>1</sup>

*Annual Report of the Department of External Affairs.* An account of the activities of the Department submitted each year to Parliament. (Canada, the United States and Mexico, 25 cents; other countries, 30 cents).

*Canada Treaty Series.* Text of the treaties, conventions and agreements concluded between Canada and other countries. (Canada, the United States and Mexico, 25 cents; other countries, 30 cents).

*Canadian Representation Abroad and Representatives of Other Countries in Canada.* Published quarterly. (Canada, the United States and Mexico, 25 cents; other countries, 30 cents).

*Conference Series.* Reports on the proceedings of certain international conferences in which Canada has participated since 1945. In this series will be found the yearly report of the Department entitled *Canada and the United Nations*. (Canada, the United States and Mexico, 50 cents; other countries, 60 cents).

*Diplomatic and Consular Representatives in Ottawa.* Published quarterly. (Canada, the United States and Mexico, 15 cents; other countries, 20 cents).

*External Affairs.* A monthly bulletin providing reference material on Canada's external relations and reports on the current work of the Department. (\$1.00 a year; students 50 cents).

*White Papers*, for instance *Canada and the Korean Crisis*, submitted to Parliament on September 1, 1950, and *Documents of the Korean Crisis*, submitted to Parliament on January 31, 1951. (Canada, the United States and Mexico, 25 cents; other countries, 30 cents).

*Special Publication: Canada from Sea to Sea.* An illustrated booklet for distribution abroad dealing in popular style with the history, geography and economic, social and artistic life in Canada. Published in English, Danish, Dutch, French, German, Italian, Portuguese and Spanish. (Canada, 25 cents). A Norwegian edition will be available later in 1953.

#### 2. MIMEOGRAPHED REFERENCE MATERIAL

*Canadian Weekly Bulletin.* A survey of the week's Canadian events.<sup>2</sup>

*Fact Sheets.* A set of one-sheet documents dealing with such subjects as Canadian history, transportation, foreign trade, etc.<sup>2</sup> Published in English, French, Spanish.

*Reprints.* Articles on Canada reprinted, with the permission of the publisher and author, from various sources, chiefly from Canadian periodicals.<sup>2</sup>

*Reference Papers.* Background material on Canada and Canadian activities.<sup>3</sup>

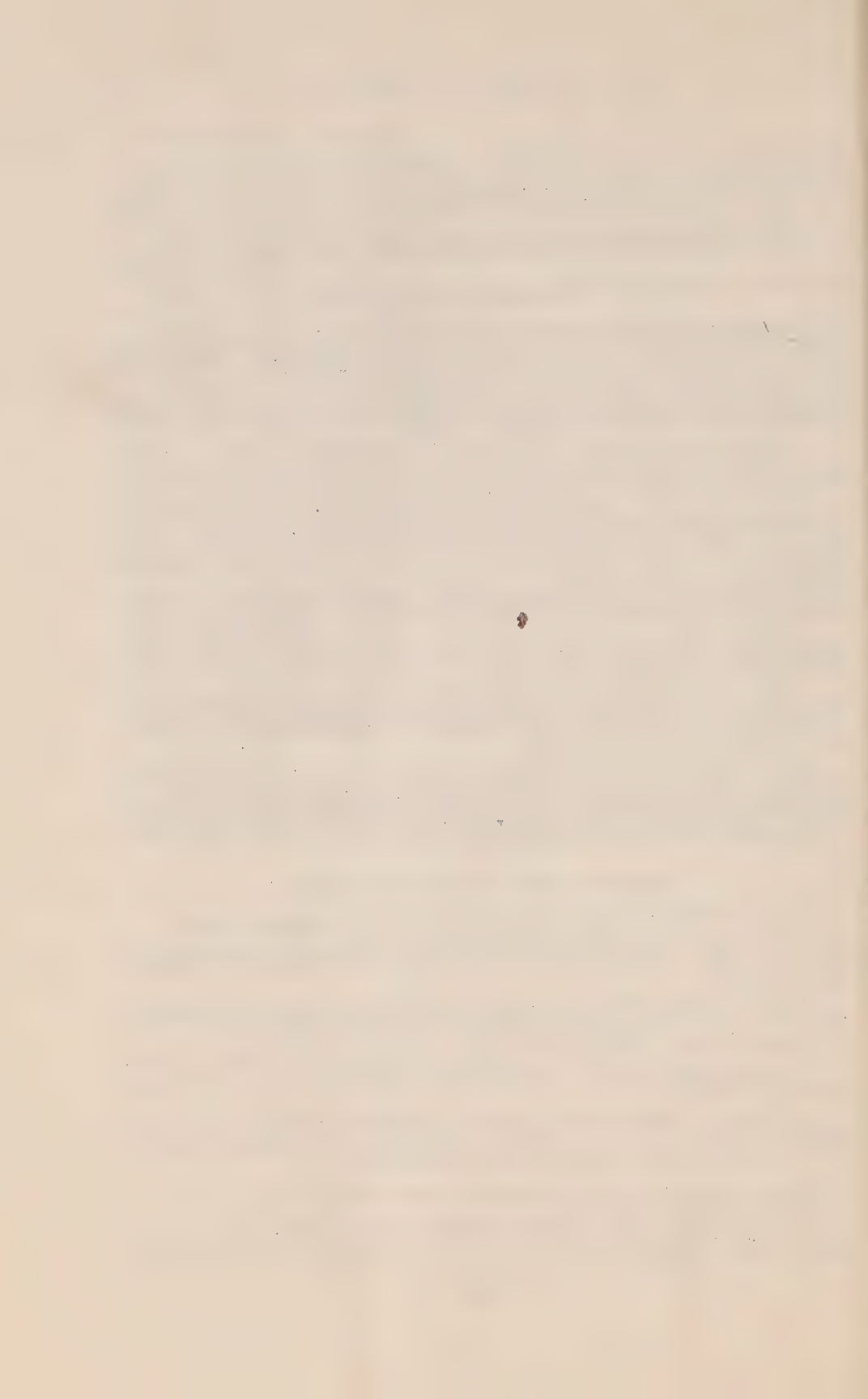
*Statements and Speeches.* Texts of selected official statements on external or domestic affairs.<sup>3</sup>

A selection of *Statements and Speeches* and *Reference Papers* in Spanish is published under the title of *Páginas documentales*; in German, *Amtliche Aukunftsblätter*; and in Italian, *Pagine documentarie*.

<sup>1</sup> May be obtained in both English and French from the Queen's Printer, Ottawa.

<sup>2</sup> Distributed outside Canada only.

<sup>3</sup> Items in this series which deal with international affairs are distributed in Canada as well as abroad. They may be obtained from the Information Division, Department of External Affairs, Ottawa.









1 EA  
A55

# Report of the Department of External Affairs

1953



CANADA







**REPORT**  
**of the**  
**DEPARTMENT OF**  
**EXTERNAL AFFAIRS**  
**1953**

**Submitted to Parliament under the Provisions of the  
Department of External Affairs Act**



**Canada**

**Edmond Cloutier, C.M.G., O.A., D.S.P.**  
**Queen's Printer and Controller of Stationery**  
**Ottawa, 1954**

***Price: 25 cents***





## FOREWORD

The year just past has seen some heartening achievements in the long struggle for peace and security. On the other hand it has brought into focus a number of new problems demanding solution. Moreover our very successes, to the extent that they have induced a welcome reduction in tension, have of course made it all the more necessary for the free peoples of the world to be on their guard, lest relaxation give rise to disunity or to complacency.

The main function of the Department of External Affairs is the protection and advancement of Canadian interests abroad; and the paramount Canadian interest abroad is the maintenance of international peace and security. In a period of "cold war" such as this, in which so much may depend on the cohesion of the western democracies, on the quality of our developing relations with the peoples of Asia and the Middle East, and on our awareness and assessment of developments in Eastern Europe and elsewhere, it is more than ever obvious that a country's Foreign Service is a first line of defence.

How the Department, and the Foreign Service which staffs its offices both at home and abroad, discharged their responsibilities in 1953, is set forth in some detail, together with a summary of some of the most important world developments, in the various chapters of this Report.



*Secretary of State  
for External Affairs.*

OTTAWA, February 1, 1954.

The Honourable L. B. PEARSON, M.P.,  
Secretary of State for External Affairs.

In accordance with the provisions of the Department of External Affairs Act, I am submitting to you herewith, for tabling in Parliament, the forty-fourth annual report of the Department, which covers the calendar year 1953.

The account falls into nine chapters. The opening chapter is a summary of the participation of Canada in the United Nations. A more comprehensive survey of this participation will be submitted later in the year under the title of *Canada and the United Nations*. Chapters II to V constitute a review of the relations of Canada within the Commonwealth and the North Atlantic Treaty Organization and, by continents, with the other countries. In chapters VI to IX are outlined, on a functional basis, the legal, economic and other principal affairs dealt with by the Department as well as the recent changes in its organization at home and abroad.

Annexed to the report are seven appendices showing the present structure of the Department, and listing the countries with which Canada maintains diplomatic and consular relations, the countries which maintain diplomatic missions in Canada, the organizations of which Canada is a member, the conferences at which it was represented by members of the Department and the agreements it concluded during the year, and the publications of the Department.

It gives me pleasure to express my satisfaction with the manner in which the various members of the staff have discharged their duties.

R. A. MacKAY,  
Acting Under-Secretary of State  
for External Affairs.

OTTAWA, January 23, 1954.

# CONTENTS

	PAGE
FOREWORD .....	iii
LETTER OF TRANSMITTAL .....	iv
CHAPTER:	
I. The United Nations and the Specialized Agencies .....	1
II. The Commonwealth .....	4
III. The North Atlantic Treaty Organization, Europe, and the Middle East .....	6
IV. The Americas .....	12
V. East Asia .....	16
VI. Legal and Consular Affairs .....	20
VII. Economic Affairs .....	23
VIII. Information and Cultural Affairs .....	28
IX. Organization and Administration of the Department .....	30
APPENDIX:	
A. Table showing the organization of the Department .....	32
B. Canadian diplomatic and consular representation abroad .....	33
C. Diplomatic and consular representation of other countries in Canada .....	35
D. Intergovernmental organizations of which Canada is a member	36
E. International conferences held in 1953 at which Canada was represented by members of the Department .....	38
F. International agreements concluded by Canada during the year	40
G. Publications of the Department .....	42





# REPORT OF THE DEPARTMENT OF EXTERNAL AFFAIRS, 1953

---

## I

### 1. The United Nations and Specialized Agencies

The most important development in United Nations affairs during 1953 was the conclusion, on July 26, of an armistice bringing three years of bitter fighting in Korea to an end,—an event which should strengthen faith in collective action through the United Nations.<sup>1</sup>

Canada was represented at all meetings of the United Nations Assembly during the year and also on a number of subsidiary bodies such as the Disarmament Commission, the Collective Measures Committee, the Advisory Committee of the Korean Rehabilitation Agency, the Executive Board of the Children's Fund, and the Negotiating Committee for Extra-Budgetary Funds. Canadian representatives also sat on four commissions of the Economic and Social Council concerned with statistical, fiscal, social and narcotic questions. Although Canada was not a member in 1935 of the Security Council, the Economic and Social Council and the Trusteeship Council, Canadian officials followed as observers the proceedings of these bodies.

The seventh Assembly, which opened on October 14, 1952, met also for two periods during 1953. From February 24 to April 23, it concerned itself with questions which had not been cleared up at the first part of the session, and in late August it discussed the Korean situation. On these two occasions, Mr. L. B. Pearson, Secretary of State for External Affairs, continued to serve as President. The eighth Assembly opened on September 15 and continued in session until December 9, when it decided to recess and to reassemble at the call of the President should Korean developments warrant it.

Developments in the Assembly demonstrated how strong an influence the relationships among the major powers have on United Nations affairs. The Assembly did not find itself in a position to advance far on issues on which there was a major clash of interests. A similar situation prevailed in the Security Council, which held few meetings during the early part of the year but gave close attention in the latter months to problems relating to the observance of armistice agreements between Israel and its neighbours, and concerned itself briefly with Trieste.

On April 10, Mr. Dag Hammarskjöld of Sweden was sworn in as new Secretary-General of the United Nations. His appointment was preceded by meetings of the Security Council at which other candidates were considered. Mr. Pearson received nine affirmative votes, but it

<sup>1</sup>A detailed account of Korean developments will be found in Chapter V.

became clear that the Soviet Union would veto his election. On March 31, the Security Council recommended Mr. Hammarskjöld by 10 votes in favour with 1 abstention, and on April 7 the Assembly gave overwhelming support to the recommendation.

Several questions influenced by East-West tension came in for acrimonious debate: the charges of bacteriological warfare, forced labour, the fate of Second World War prisoners and reports of Communist atrocities in Korea. Added to these were the problems of Chinese representation in the United Nations, on which the Assembly postponed a decision, and the admission of new members, on which no progress was made.

Considerable interest was shown by the Assembly in the question of disarmament. A fourteen-power resolution, of which Canada was a sponsor, asked the Disarmament Commission to press on toward the achievement of its objectives. This interest was heightened at the close of the session by the speech of President Eisenhower in which he proposed a basis of co-operation for peaceful pursuits in the atomic field.

✓ A number of problems were considered by the Assembly concerning the progress of certain areas toward self-government. The central issue in this field—brought out strongly in the debates on Tunisia and Morocco—was the extent to which the obligations of the United Nations under the Charter to concern itself with questions of human rights and self-determination of peoples should influence the interpretation of Charter provisions which place domestic matters outside the Assembly's competence. Canada has long held the view that the domestic jurisdiction clause should not be so interpreted as to render meaningless other important provisions of the Charter, and that the Assembly's role essentially should be to develop goodwill on both sides from which agreed solutions can be achieved. ✓

Three items on the Assembly agenda particularly concerned one or more Commonwealth countries: the treatment of Indians in South Africa, racial policies in South Africa, and the status of South West Africa. On the first of these items, the Assembly passed a resolution reconstituting the Good Offices Commission which had previously been established to arrange and assist in negotiations between the parties concerned. On racial policies, the Assembly adopted a resolution reaffirming previous resolutions concerning human rights and fundamental freedoms and reconstituting the commission set up in 1952 to study the racial situation in South Africa. A South African resolution which would have denied competence to the Assembly to take such action was rejected. On these two issues, Canada made clear its concern at allegations that human values were being disregarded, and joined with those seeking solutions which would be in keeping with the importance attached to human rights in the Charter and yet would not represent too broad an interpretation of the domestic jurisdiction clause.

Further consideration was given by the Assembly to the possibility of assisting the economic development of under-developed countries by establishing a special fund for grants-in-aid and loans and an international finance corporation. Canada supported a declaration that, when sufficient progress has been made in disarmament, member states should ask their peoples to devote to economic development purposes a portion of the



savings thereby achieved. Canada also shared in the decision to renew the Expanded Programme of Technical Assistance, and its representative announced that the Canadian Government was prepared to recommend to Parliament an increased contribution up to \$1,500,000 for 1954 for this purpose, provided other contributions were adequate.

The Assembly considered a report of the International Law Commission which contained recommendations on a number of matters of particular interest to Canada: continental shelf, fisheries, contiguous zone, arbitral procedure, and nationality. The Canadian representative joined with like-minded powers in pressing for, and securing action on these recommendations considered to be in the best interests of Canada.

The Assembly extended for five years the Office of the High Commissioner for Refugees, and approved the establishment of the United Nations Children's Fund on a continuing basis.

As regards the Secretariat of the United Nations, the Assembly adopted certain changes in the staff regulations, but deferred a decision on awards of compensation to dismissed employees pending receipt of a legal opinion from the International Court of Justice. The Secretary-General put forward plans for re-organizing the Secretariat which would alter the structure and reduce the number employed by fifteen per cent. The Assembly approved a budget for the Organization of \$47,827,110.

## 2. The Specialized Agencies

Canada continued to take an active interest in the work of the Specialized Agencies,<sup>2</sup> recognizing in them the chief instrument through which member states are able to pool their efforts and resources in seeking to achieve the Charter objectives of economic and social progress. Only isolated decisions can be given here. The World Health Organization reluctantly accepted the resignation of Dr. Brock Chisholm, a Canadian who had been Director-General from the inception of the Organization, and appointed in his place Dr. M. G. Candau of Brazil. The Food and Agriculture Organization discussed the establishment of an international famine fund. Canada did not consider that a proven need existed for such a fund, taking the view that bilateral and ad hoc arrangements were not necessarily inadequate for genuine famine emergencies. The International Civil Aviation Organization completed the basic pattern of technical and operating standards it had been developing over the years. The World Meteorological Organization adopted a world-wide code for the transmission of weather data. The International Labour Organization approved recommendations concerning the minimum age for work in coal mines and the protection of the health of workers in places of employment.

## 3. Financial Contribution

Canada's financial contribution to the United Nations for the year 1953 was, in Canadian funds, \$1,394,504; to the Specialized Agencies \$1,220,655; to the United Nations Expanded Programme of Technical Assistance \$795,000; to the United Nations Children's Fund \$500,000; to the United Nations Refugee Emergency Fund \$100,000; or a total of \$4,010,159.

<sup>2</sup>For a list of these agencies see Appendix D.

## II

### THE COMMONWEALTH

This chapter deals with Commonwealth relationships generally as well as with some constitutional developments within the Commonwealth during the past year. Some aspects of Canada's relationships with particular Commonwealth countries are dealt with elsewhere in this report.<sup>1</sup>

One of the most important aspects of Commonwealth relations is the almost continuous consultation which takes place among Commonwealth countries on international issues. These consultations are of special value since they provide an exchange of information and give expression to regional interests in all parts of the globe. The common political traditions which constitute one of the most durable bonds among Commonwealth countries greatly facilitate this exchange of information and views, which can be carried on with the minimum of formality and organization. These consultations have continued, in one form or another, throughout 1953.

The accession to the throne of Queen Elizabeth emphasized the need for a revision of the Royal Style and Titles which would reflect the special position of the Sovereign as Head of the Commonwealth. The Commonwealth Prime Ministers agreed in December 1952 that each member country should adopt for its own purposes a form of title suitable to its own particular circumstances but retaining a substantial element common to all. The assent of the Parliament of Canada to a Proclamation by the Queen of her new Royal Style and Title for Canada was given by an Act passed in February 1953. The Proclamation was presented to Her Majesty for approval and signature on May 28. Two versions of the Proclamation were signed by the Queen, one in English and one in French. Each version contains the Royal Style and Titles for Canada in both languages as follows:

"Elizabeth the Second, by the Grace of God of the United Kingdom, Canada and Her other Realms and Territories Queen, Head of the Commonwealth, Defender of the Faith."

"Elizabeth Deux, par la grâce de Dieu, Reine du Royaume-Uni, du Canada et de ses autres royaumes et territoires, Chef du Commonwealth, Défenseur de la Foi."

The proclamation of the Queen's Royal Style and Titles for Canada took place simultaneously with the proclamation of the forms adopted for the other Commonwealth countries. The recognition of the Queen as Head of the Commonwealth is the common element in the new titles and is also the formal link which joins republican India with other Common-

---

<sup>1</sup>On South African issues discussed by the United Nations see Chapter I; on Canada's aid to India, Pakistan and Ceylon under the United Nations Programme of Technical Assistance and the Colombo Plan see Chapters I and VIII.

wealth members. It is symbolic of the common history, ideals and interests which bind the countries of the Commonwealth together as a free association of independent member nations.

The Coronation of Queen Elizabeth, which brought together representatives of the Parliaments and Legislatures of the Commonwealth from all over the world, provided a striking occasion for the demonstration of the strength of that feeling which binds together the diverse nations and peoples of the Commonwealth. The Canadian delegation to the Coronation included the Prime Minister and other Cabinet Ministers, Leaders of the Opposition in the House of Commons and the Senate, Speakers of the Senate and House of Commons, the Chief Justice, and representatives of Canadian ex-servicemen's organization. Arrangements for the Coronation were co-ordinated by the Coronation Commission, consisting of representatives of all the Commonwealth kingdoms, and meeting in London. In Canada, the Government was advised by the Coronation Committee of Canada (of which the Secretary of State for External Affairs was a member) on all Coronation matters of special concern to this country. At posts abroad, Canadian diplomatic and consular representatives united with their colleagues from other Commonwealth nations in arranging celebrations. Under the direction of the Coronation Committee of Canada, the High Commissioner's Office in London, in co-operation with the United Kingdom authorities, had a special role in making arrangements for the Canadian part in the Coronation ceremonies and festivities.

Following the Coronation, Commonwealth Prime Ministers held a series of meetings at which they reviewed the international situation. They also had informal talks on matters of particular interest to two or more countries. The communiqué issued at the end of the meetings stated: "The discussions which the Prime Ministers have held have once more demonstrated the concord which exists between all the Governments and peoples of the Commonwealth, despite their varying interest and circumstances, in their approach to problems of the world today."

A Canadian High Commissioner's Office was opened in Ceylon in June. Mr. J. J. Hurley, Canada's first High Commissioner in Ceylon, arrived in Colombo in August, thus completing Canada's diplomatic representation in Commonwealth member countries.

The Canadian Government has watched with interest the further steps which have been taken in Pakistan during 1953 to frame and establish a permanent constitution. One of the provisions of the Basic Principles Committee's Report, which was approved by the Constituent Assembly is that Pakistan should be known as "The Islamic Republic of Pakistan". The Pakistan Government hopes that the new constitution may be approved in 1954.

Constitutional developments in United Kingdom colonial territories attracted some attention during the year. These included the conference held in London on federation in the West Indies, the establishment of the Federation of Rhodesia and Nyasaland, and discussions concerning the revision of the constitutions of Nigeria and the Gold Coast.

Towards the end of the year, preparations were undertaken in Ottawa for a tour to be made by the Prime Minister early in 1954, which would include visits to four countries of the Commonwealth—the United Kingdom, Pakistan, India and Ceylon.



### III

## THE NORTH ATLANTIC TREATY ORGANIZATION, EUROPE, AND THE MIDDLE EAST

During the past year, the North Atlantic Treaty Organization (NATO) and European and Middle East affairs have claimed serious attention, for while much that is reassuring has taken place, there have also been disquieting developments which have caused concern in Canada as well as in other parts of the free world. Canada has followed these events closely, and has associated its efforts with those of other countries to establish conditions of peace and security.

### 1. North Atlantic Treaty Organization

The North Atlantic Treaty Organization has continued to be a most important medium of such association. Since the North Atlantic Treaty was signed in 1949, the Organization has developed efficient machinery and workmanlike procedures. The decisions and plans made are bearing fruit: the forces at the disposal of NATO commands have been increased and made more effective. The success so far achieved has increased the danger of relaxation and indifference. It is important, however, that public opinion remain alert, not only to the threat of aggression which still exists, but to the importance of the North Atlantic Treaty Organization in meeting and defeating that threat.

Throughout the year, the North Atlantic Council remained in session in Paris. Assisted by the International Staff under Lord Ismay, Secretary-General, and in consultation with subordinate committees, it worked on emergency and long term plans and carried out a further "Annual Review", a comprehensive stocktaking of the NATO defence build-up, which provides information for the guidance of governments in deciding on the future levels and composition of the NATO forces. It dealt also with a wide range of other questions, including the development of correlated production programmes in Europe, and problems of information and cultural relations.

In April and December, the Council met in ministerial sessions. At the April session, the ministers established a firm military programme for 1953 and a provisional programme for 1954. They approved, subject to the necessary appropriations being made by national parliaments, an important agreement on sharing the cost over the next three years of constructing the permanent installations ("infrastructure") required for the common use of the NATO forces. In December, the ministers formally approved the schedules of forces to be contributed to NATO by member countries by the end of 1954, and agreed to general lines of defence planning for subsequent years. They also had a full exchange of views on the international situation.

In most NATO countries the proportion of total output of the economy devoted to defence was higher in 1953 than previously and, in that year, NATO, as a whole, spent more than double the amount spent on defence in 1951. The forces under NATO command have approximately doubled since 1951 and the gain in their effectiveness has been greater still. During 1953, as a result of the decisions of the ministerial meeting in April, there was a rapid expansion and modernization of the NATO air forces. Canada made a noteworthy contribution to this increase by completing ahead of schedule its commitment to station twelve jet fighter squadrons in Europe. The 27th Canadian Infantry Brigade Group, which had been stationed in Germany since 1951, was replaced by the 1st Canadian Infantry Brigade Group. Considerable progress was also made in constructing the fixed installations and facilities required by the NATO forces in Europe. While by the end of 1952, approximately sixty airfields had been built under the common infrastructure programme, by the end of 1953 over twice that number had been completed.

There was also a real improvement during the year in the supply of equipment to the NATO forces. Orders previously placed were beginning to result in substantial deliveries. Canada played its part, not only by increasing and improving the equipment of its own forces, but also by means of the Canadian Mutual Aid Programme. In the fiscal year 1953-54 the appropriation for this programme was \$324 million, the same as the appropriation in the previous fiscal year. Mutual Aid funds are being used principally to cover the cost of training air crew from other member countries in Canada and of furnishing European member countries with military equipment. An encouraging feature was that the production difficulties which were common to all member countries and which had considerably slowed down deliveries of equipment under the previous programme were in large part overcome.

Various questions of co-operation in non-military fields under Article 2 of the North Atlantic Treaty remained under active study in several committees of the North Atlantic Council, particularly under the chairmanship of Mr. L. D. Wilgress, the Canadian Permanent Representative. One of these questions was whether it would be possible to increase parliamentary interest in the work of NATO. It was found that there were many difficulties involved in associating parliamentarians with such an intergovernmental organization, but there was a general agreement on the desirability of promoting a deeper understanding of, and wider support for, the aims and activities of the Organization among members of parliaments in the member countries. Other questions concerned troop information and military community relations. These were the subject of a useful conference of experts which was held in Paris in October.

In July, General Gruenther was appointed to succeed General Ridgway as Supreme Allied Commander in Europe. The appointment was made by the North Atlantic Council on the nomination of the President of the United States.

## 2. Western Europe

Another medium of Canadian association with European countries anxious to solve common problems through co-operative effort is found in the Organization for European Economic Co-operation (OEEC), of

which Canada is an associate member. Emphasis was laid in this Organization during the year on measures which would enable its members to participate more actively in the world trading community. Particular attention was also devoted to the collective approach towards convertibility of currencies which was developed at the Commonwealth Economic Conference of 1952. Canadian representatives played an active role in the discussion of this question and of the relaxation of restrictions on imports from the dollar area. In addition, Canada co-operated in the conduct of the economic surveys and studies in the scientific and technical fields undertaken by the Organization.

There are other associations of European countries which Canada believes to be of importance as evidence of growing and deeper co-operation. Among these may be mentioned the Council of Europe, the European Coal and Steel Community, and the proposed European Defence Community. The Council of Europe, which is composed of Belgium, Denmark, France, the German Federal Republic, Greece, Iceland, Ireland, Italy, Luxembourg, Norway, Sweden, Turkey, and the United Kingdom, provides in a sense a European parliament where organized but free discussion often leads to a measure of agreement of common problems, and focuses the attention of public opinion on these problems. It has been able to exercise some co-ordinating functions with respect to the multiplicity of movements towards integration which have been springing up in Europe. The origins of some specific plans for integration, such as the European Coal and Steel Community and the proposed European Defence Community, can also be traced back to the Council. Canadian observers have continued to follow the session of the Consultative Assembly of the Council of Europe, as many of the subjects dealt with by the European representatives have wider implications which are of concern to this country.

A body which is concerned with a narrower field but which possesses executive authority is the European Coal and Steel Community. France, the Federal Republic of Germany, Italy, Belgium, the Netherlands and Luxembourg have in this Organization united to create, under a single authority, a pool of coal and steel production with common markets. The common market for coal, iron ore and scrap was opened on February 10, and for steel on May 1.

The same six countries have signed a treaty envisaging the creation of a European Defence Community (EDC) with an army which would include German divisions and form a part of the forces available to the North Atlantic alliance. Substantial progress towards ratification of the Treaty has been made in Germany, the Netherlands, and Belgium. The other governments concerned are expected soon to press for parliamentary action in their countries.

### 3. Eastern Europe

The Union of Soviet Socialist Republics and the Soviet-dominated states of eastern Europe are not associated with the various co-operative movements flourishing on the rest of the continent. In fact, the U.S.S.R. has continued to lead an active propaganda campaign against organiza-



tions like NATO, OEEC, and the proposed EDC. Europe is still divided into two camps, and, while there have been some significant developments since the death of Stalin, it is much too soon to say that the gap between the two camps is narrowing.

Stalin died on March 5. With remarkable speed a new Government under Malenkov as Chairman of the Council of Ministers was announced. The enlarged Party Praesidium, recently created under Stalin's personal supervision, was reduced to a small group virtually identical with the former Politburo. Beria, Molotov, Bulganin and Kaganovich were named first Deputy Chairmen of the Council of Ministers and, with Malenkov, formed the inner "cabinet" of the Soviet Government. On March 14, it was announced that Malenkov had been released from his duties as Secretary of the Party, leaving Khrushchev as the senior Party Secretary.

The transition to a new regime seemed therefore to have been accomplished smoothly. It was not until July that charges of anti-state activity were made against Beria, who was executed in December.

While it is premature to speculate whether the new regime in Moscow intends to make any fundamental change in Stalin's policies, there are certainly developments of considerable interest. The cult of the Tsar-like leader of superhuman wisdom and ability has been openly attacked, and Malenkov has insisted that there is now a collective leadership. The Central Committee of the Party and the Council of Ministers, rather than one person, are usually credited with leadership in various announcements of governmental decisions. There has been also a marked and continuing modification of Stalin's Russification programme in dealing with the various minority nationalities in the U.S.S.R.

The major domestic development has undoubtedly been economic. In addition to a larger than usual general price reduction, Malenkov announced a two to three-year programme to increase the output of consumer goods. This was developed in long decrees on agricultural production and on manufactured goods in internal trade. The agricultural programme, while in no sense a retreat from the principles of collectivization, stressed pecuniary rewards to the peasants as the means to greater output.

There is no suggestion in these plans that military preparedness or heavy industry will suffer any serious setback. Nevertheless the main attention of Soviet leaders, at least for the time being, seems to be concentrated on raising the living standard. This may reflect some measure of pressure from below for better living conditions.

Many of the moves suggesting a new approach to foreign affairs have been, on the whole, of a superficial nature, at any rate when contrasted with domestic developments involving the fundamentals of economic planning. Foreigners are now allowed to travel much more freely; diplomatic relations have been restored with Israel and ambassadors have returned to Athens, Belgrade and Ottawa; a number of Soviet wives and other dependents of foreigners have been allowed to leave the U.S.S.R., and censorship of foreign press correspondents has been somewhat relaxed. These are all commonsense concessions which cost little or nothing, but which the Soviet Government had hitherto obdurately refused to make.

#### 4. Central Europe

More notable, at least in their implications, were the moves which led to the reopening of the question of possible German and Austrian settlements. For several reasons, Germany during 1953 remained the main preoccupation in Europe, alike for all the great powers and for all its eastern and western neighbours. The prime reason was the extraordinary recovery of West Germany, which emerged from the period of intensive post-war reconstruction, greatly expanded its production, drove its way back into many of its pre-war markets abroad, and in every way showed that it was once again an economic factor to be reckoned with around the world.

Other reasons were to be found in the political field. The Federal Republic of Germany was the first of the signatories to give parliamentary ratification to the treaty setting up a European Defence Community. This demonstration of the pro-Western orientation of West Germany was matched in East Germany on June 17, when widespread anti-Soviet demonstrations were unleashed by factory workers, who took advantage of various conciliatory measures lately made by the Soviet puppet regime. In the September 6 elections, extremists of the right and left were overwhelmed, and Dr. Adenauer's pro-Western coalition Government was returned to power with a stable majority.

On July 15, the three Western Occupying Powers invited the Soviet Union to reopen the discussion of a German settlement. They were prompted to do so, partly because of the more reasonable attitude shown by the Soviet Union since Stalin's death, partly because West Germany's recovery enabled it to press its claim for reunification with greater urgency, and partly because the June riots had shown that, if reunification were achieved, East as well as West Germany would appreciate the merits of Western democracy. The Soviet Union, in August, announced a series of concessions to East Germany which were obviously designed to bolster the regime there without relaxing effective Soviet control. While these readjustments were being carried out, the Soviet Government parried the Western notes on a German settlement by setting out in its replies various conditions which it knew must be unacceptable. However, rather unexpectedly, on November 26, it accepted a meeting of the four foreign ministers, which opened in Berlin on January 25, 1954.

Throughout this exchange of notes, the Western Powers had pressed also for an Austrian settlement. As long ago as 1943, the Soviet Union, the United States and the United Kingdom had signed the Moscow Declaration—to which France later adhered—describing Austria as Hitler's first victim, and proclaiming the re-establishment of its independence as one of the major Allied war aims. Yet ten years later Soviet intransigence was still blocking agreement on the Austrian State Treaty in which this war aim was finally to be achieved. As 1953 ended, the near prospect of a four-power meeting aroused more hope in Austria than anywhere else in Europe, for an Austrian settlement would be comparatively easy to arrange if the Soviet Union were at last ready to do so.<sup>1</sup>

<sup>1</sup>On the opening of a Canadian legation in Vienna and the raising of the status of the legation in Berne to that of an embassy see Chapter IX.

## 5. Southern Europe

There have also been interesting developments in southern Europe. In February, Greece, Turkey and Yugoslavia signed a Treaty of Friendship and Co-operation, which came into force on May 29. The Treaty provides for the adherence of other states. In some quarters the hope has been expressed that Italy might eventually collaborate with its neighbours under these auspices, though it is recognized that the problem of Trieste is at present an obstacle to the close association of Italy and Yugoslavia.

On October 8, the United Kingdom and United States Governments announced that they intended to withdraw from Zone A of the Free Territory of Trieste and, having in mind its predominantly Italian character, to turn the administration of the Zone over to Italy. This decision was taken in the earnest hope that it would provide a basis for increasing co-operation between Italy and Yugoslavia in an effort to solve the Trieste problem. Subsequently, the United Kingdom, the United States and France suggested to Italy and Yugoslavia that a meeting be held at which they might review their differences and possibly reach some agreement. Canada has no direct responsibility with respect to Trieste, but, as a member of the North Atlantic Treaty Organization, it is concerned about the relations of another member with an outside power.

Canada and Spain agreed in February to exchange missions of embassy rank. On May 26, the first Spanish Ambassador to Canada, Mr. Mariano de Yturralde Y Orbegoso, former Spanish Consul General in Montreal, presented his letter of credence. The first Canadian Ambassador to Spain, Lieutenant-General Maurice Pope, presented his credentials in Madrid on December 10.

## 6. Middle East

On June 25, Canada formally recognized the substitution of a republican for a monarchical form of government in Egypt which had taken place on June 18. On August 14, Canada also extended recognition to the Government of Syria, which had come to power by a *coup d'état* in November 1951, and had been returned to office by popular vote in elections held on July 18, 1953. On September 9, the first Minister of Israel presented his credentials in Ottawa.



## IV

### THE AMERICAS

#### 1. The United States

During the year, Canada developed increasingly close relations with the other American countries. The friendship between Canada and the United States was emphasized by the visit of the Prime Minister St. Laurent to President Eisenhower in May, and by the latter's visit to Ottawa in November. The discussions which took place during these visits have helped in working out many problems between the two countries.

On both occasions, the Prime Minister and the President reaffirmed the special responsibility of Canada and the United States for building up the defence of the North American continent and emphasized the importance of strengthening the security of the free world through collective measures under the North Atlantic Treaty Organization.

The Prime Minister further emphasized, on his visit to Washington, the importance to Canada of an early start on the St. Lawrence project and the special urgency for Canada of the power development. In the months that followed, considerable progress was made by the two governments in completing the arrangements for the construction of the power project. By the time President Eisenhower came to Ottawa, there remained only a few legal obstacles to clear away.

The Prime Minister finally stressed, in Washington, the great importance attached by Canada to the liberation and expansion of world trade. At the time of President Eisenhower's visit to Ottawa, the establishment of the Canada-United States Joint Committee on Trade and Economic Affairs was announced.<sup>1</sup> In speaking to the Canadian Parliament President Eisenhower outlined his plans to study further the whole subject of United States foreign economic policy and expressed the hope that out of these studies would come a policy which would be in the best interests of the United States and the free world. Meanwhile, steps have been taken in the United States to renew the Reciprocal Trade Agreements Act for another year and to simplify to a certain extent United States customs procedures.

On February 12, 1947, the Governments of Canada and the United States made a joint statement on the principles of co-operation between the armed forces of the two countries in the post-war period. Since that time the expectation that the world was entering upon a prolonged period of peace has been severely shaken. Moreover, there is increasing

---

<sup>1</sup>For further discussion of this item see Chapter VII.

evidence that the North American continent is faced by the possibility of attack by weapons of great destructive power. As a consequence, Canada and the United States are developing on the North American continent a co-operative programme of defensive installations on a larger scale than ever.

Many aspects of political, economic and consular affairs required consultation through the Embassy in Washington, not only with branches of the United States Administration, but also with several international bodies established in Washington. Relations with these bodies are dealt with in Chapter VII (Economic Affairs). Other activities of the Embassy and the Canadian consular posts in the United States are reflected in Chapter VI (Legal) and VIII (Information).

The representation of Canada in the United States was broadened during the year by the establishment of two new consulates general, one at Los Angeles which began its operations in April, and the other at Seattle, set up in October.

The International Joint Commission<sup>2</sup> held its two regular semi-annual meetings in April (at Washington) and in October (at Ottawa). Although no new applications or references were submitted to its consideration, many of the sixty-eight cases brought before the Commission during the forty-two years of its existence came up for study and investigation. The Commission is continually engaged in implementing its recommendations which the Governments of Canada and the United States have approved and ensuring that the Commission's orders are observed.

In May, the Commission recommended remedial works to assist in the preservation and enhancement of the scenic beauty of Niagara Falls, and established an International Board of Control to supervise the construction and operation of these works. The greater part of the works is being constructed in Canada by the Hydro-Electric Power Commission of Ontario (which will bear the Canadian share of the cost) in conjunction with its current programme for the development of 1.2 million horse-power in the Niagara River.

The Commission completed arrangements for the establishment of the St. Lawrence Board of Control. Several other advisory boards appointed by the Commission to assist in technical studies of problems before it have continued to report to it and to receive directions for continuing their work. The Commission also held hearings on several matters, such as the problems of reducing the fluctuations in the level of Lake Ontario and the suppression or abatement of pollution in the boundary waters connecting the Great Lakes and in the air of the Detroit-Windsor area. Other problems currently engaging the attention of the Commission are methods to control flooding on the Red River, and the equitable use of the waters of several rivers for irrigation and the development of hydro-electric power.

The Department continued to advise the Commission on Canadian interests in matters concerning the use of waters along the international boundary from the basins of the St. John and St. Croix Rivers on the Atlantic seaboard to the Columbia River basin in British Columbia and the north-western United States.

<sup>2</sup> The members of the Canadian Section of the Commission are General A. G. L. McNaughton (Chairman), Mr. George Spence, and Mr. J. Lucien Dansereau.

Arrangements for the joint construction of the hydro-electric power phase of the St. Lawrence project were almost completed during the year. The United States Federal Power Commission held hearings until the end of February on the application by the Power Authority of the State of New York for a licence to construct the United States share of the power project. Representatives of the Canadian Government appeared before the Commission and supported the Power Authority's application. They gave evidence on the urgent need for power in the area to be served by the project, and showed how this need would affect the availability of many important materials needed for the defence not only of Canada but also of the United States.

The Federal Power Commission's Examiner, on May 12, issued a decision to grant a licence to the New York State Power Authority. Exceptions to this decision were filed with the Commission by opposing parties as well as petitions for a re-hearing of the whole procedure. The Commission confirmed the Examiner's decision on July 15, and refused petitions for re-hearing on September 4.

Petitions seeking to have the courts reverse the Federal Power Commission's decision were then entered in the District Court of Appeals in Washington. In anticipation of these actions, Mr. Pearson discussed with the United States Secretary of State the desirability of taking whatever steps were proper to have the courts hear the petitions as soon as possible. In response to a request from Mr. Dulles, the United States Attorney-General petitioned the Court of Appeals to set the case down for an early hearing. As a result, briefs were exchanged by all parties to the action early in December and the hearing began on December 23. It is expected that the Court of Appeals and, if necessary, the Supreme Court will be able to give final judgment in the litigation by the middle of 1954.

On November 4, the Power Authority of the State of New York accepted the licence issued by the Federal Power Commission, so that it could proceed with financial arrangements for its part of the power project. On November 12, notes were exchanged in Washington establishing the St. Lawrence River Joint Board of Engineers which had been proposed in the applications submitted by both Governments to the International Joint Commission and approved by the Commission's Order issued on October 29, 1952. The duties of the Board of Engineers are to review, co-ordinate, and approve detailed plans and specifications for the hydro-electric power facilities in the International Rapids Section of the St. Lawrence River. The Board will be composed of four members—two to be designated by the Government of Canada and two by the Government of the United States.<sup>3</sup> Meanwhile, the International Joint Commission completed arrangements for establishing the International St. Lawrence River Board of Control, which will supervise the operation of the works. The Hydro-Electric Power Commission of Ontario and the Power Authority of the State of New York are completing engineering studies in preparation for construction of the works as soon as the remaining legal obstacles are cleared.

A bill to authorize United States participation in the St. Lawrence Seaway was introduced in Congress in January 1953. Hearings were held before the Senate Foreign Relations Committee, which recommended approval, and before the House Public Works Committee, which to the

<sup>3</sup> The Canadian members of the Board are Mr. Lionel Chevrier and Mr. R. A. C. Henry.



end of January 1954 had not voted on the measure. Speaking to the Canadian Parliament on November 14, President Eisenhower expressed the view that Congress would authorize United States participation during its 1954 session. Arrangements for the construction of the Seaway in Canada, however, are continuing to be developed, and the position of the Canadian Government with regard to United States participation remains that any proposal for such participation can be discussed when arrangements for constructing the power project are completed, provided such a proposal will not delay construction of either the power or navigation facilities.

## 2. Latin America

Stable and sound relations with the growing nations of Latin America are important to our common future. To develop such relations still further, new Canadian diplomatic missions were set up during the year. Following the establishment in December 1952 of an embassy in Venezuela (where Canada had been represented by a consulate general), embassies were opened in Uruguay in January, and in Colombia in March 1953, thus bringing to nine the number of Latin American countries in which Canada maintains diplomatic missions.

To strengthen the ties of Canada with the countries of Latin America and increase their understanding of Canada's international policies, these missions have sought to show that Canada and Latin America have common goals: permanent peace, freedom, rising levels of economic well-being, advancement of democratic processes, attainment of spiritual values. They have stimulated cultural interchange, disseminated information on Canada through the press, radio, and films, given assistance to Latin America students who are coming to Canada in increasing numbers, and worked for better political, economic, and cultural relations. The encouragement of mutually advantageous commercial relations was constantly kept in mind. The embassy in Rio de Janeiro, for instance, was successful in obtaining the co-operation of the Brazilian Government in allowing Brazilian importers gradually to settle their commercial arrears with Canadian exporters. In Argentina, a second five-year plan to develop the national economy having been inaugurated, the Canadian Embassy in Buenos Aires has been endeavouring to create a favourable climate for Canadian goods in anticipation of the re-opening of that important market.

During the year, Canadian Pacific Airlines inaugurated a regular service from Vancouver to Mexico City and Lima, Peru, and Trans-Canada Air Lines made arrangements for a service from Montreal and Toronto to Mexico City. These new air links should strengthen Canada's relations with both Mexico and Peru.

## V EAST ASIA

### 1. Korea

Canada's interest in the Far East during 1953 again centred in the Korean conflict, in which Canada was represented by the 25th Infantry Brigade, three destroyers of the Royal Canadian Navy, and a transport squadron of the Royal Canadian Air Force. In addition, Canadian co-operation in the rehabilitation of Korea through the United Nations Korean Rehabilitation Agency, as well as through the work of such private agencies as the Canadian Red Cross, continued. At the United Nations, Canadian representatives again played an active role in considering the multifarious problems arising out of the Korean hostilities, and, in keeping with Canada's concern for Korea, several visits were paid to that country by government officials.

The major event of the year in Korea was the successful conclusion of an armistice and cease-fire on July 27. The first indication that there might be a break in the deadlock in the Korean armistice negotiations, which had been recessed since October 8, 1952, occurred on March 28, 1953, when the Communist commanders accepted a proposal of the United Nations commander that sick and wounded prisoners of war should be repatriated. They also suggested that armistice negotiations should be resumed immediately. The United Nations Commander agreed to take up the matter of renewed armistice discussions once an agreement had been reached on the return of sick and wounded prisoners. Such an agreement was signed on April 11, and, five days later, the United Nations Command declared itself ready to resume armistice negotiations.

The renewed armistice negotiations led to an agreement on the repatriation of prisoners of war, which was initialled at Panmunjom on June 8. Under the agreement, within two months of an armistice both sides were to exchange prisoners who wished to be repatriated. During the same period, they were to transfer to the custody of a Neutral Nations Repatriation Commission those prisoners who had refused to be repatriated. During the first ninety days of custody, the Commission would arrange for representatives of the nations to which the prisoners belonged to explain to them their rights and inform them "of any matters relating to their return to their homeland". While held by the Commission, any prisoner might apply for repatriation. After the ninety-day explanation period, the political conference convened to settle the Korean question would have thirty days to decide upon the disposition of the remaining prisoners. If the Conference failed in this respect, or in any event within one hundred and twenty days after taking over the prisoners, the

Commission was to return to civilian status those prisoners remaining in its charge. The Commission would continue to operate for a further period of thirty days, during which it would assist former prisoners to go to neutral nations of their choice. The agreement on prisoners was incorporated as an essential part of the draft Armistice Agreement.

On July 27, the Korean Armistice Agreement was signed at Panmunjom. The cease-fire took effect twelve hours later. The Agreement provided for a demilitarized zone generally along the line of battle and near the 38th parallel. It permitted both sides to maintain, but not to reinforce, their military establishments in the peninsula. A Military Armistice Commission and a Neutral Nations Supervisory Commission were to supervise the application of the Armistice. It was recommended to the governments of the countries concerned on both sides that, within three months after the Armistice Agreement was signed and became effective, a political conference be held to arrange through negotiation for the withdrawal of all foreign troops from Korea and the peaceful settlement of the Korean question.

The conclusion of the Armistice Agreement led to a special report to the United Nations by the Government of the United States as the Unified Command, which contained the text of a joint policy declaration signed in Washington on July 27 by the representatives of Canada and the other fifteen countries contributing forces to the Command. The declaration stressed the determination of these countries to carry out the armistice terms, but it also affirmed that any renewal of hostilities by the Communists constituting a new aggression so determined by the United Nations would be promptly resisted by the sixteen countries concerned.

The Assembly, on August 28, approved two resolutions concerning the conference contemplated in the Armistice Agreement. One resolution recommended that the United Nations side of the conference should consist of those member states of the Unified Command who wished to participate, and of the Republic of Korea; that participating governments should be bound only by decisions to which they adhered; and that the United States, after consultation with the other participants, should arrange with the Communist side for the conference to be held by October 28. The second resolution recommended Soviet membership in the conference, provided the other side desired it. The Canadian delegation supported both resolutions.

The Assembly considered a resolution sponsored by Canada, the United Kingdom, Australia, and New Zealand, recommending without qualification the participation of India in the political conference. In the First Committee, where only a simple majority is required, this was approved by a vote of 27 in favour (including Canada), 21 against (including the United States), and 11 abstentions. India did not participate. The vote indicated that in plenary session the motion would be defeated since it would fail to obtain the necessary two-thirds majority. The Indian representative requested in plenary session that no vote be taken on the resolution and, in the absence of any objection, the President complied.

On October 10, Peking and North Korea accepted a United States proposal that their emissaries meet with a United States representative to discuss arrangements for the conference. Both sides agreed on



Panmunjom as the place, and meetings began there on October 26. Two main difficulties soon arose, one concerning the status of Soviet participation in the political conference, and the other the participation of neutrals generally.

On December 12, the negotiations were recessed indefinitely. At the meeting of that date, the Communists accused the United States of conniving with South Korea in the release last June of 27,000 Korean prisoners-of-war who were opposed to repatriation and, therefore, of being guilty of perfidy. The representative of the United States, Mr. Dean, said that he would treat the Communist charges as notification that they wished the talks recessed indefinitely and he left the conference room. He has since returned to the United States, leaving his deputy in Korea.

At the year's end, the Indian custodian force, on behalf of the Repatriation Commission, continued to hold in custody more than 22,000 prisoners, of whom some 21,700 had not chosen to be repatriated to the Communist side. The period of access to the prisoners by representatives of both sides, to speak on repatriation, ended on December 23. The prisoners are slated to revert to civilian status on January 22.

On December 28, the Chairman of the Repatriation Commission communicated to the opposing commanders an interim report of his Commission which had been adopted by three votes to none, the Swiss and Swedish having abstained. This report invited the attention of both commands to the impossibility of the tasks assigned to the Commission by its terms of reference being fully performed, and, in the absence of a political conference to consider the question of the disposition of the prisoners, referred the entire matter for their consideration.

On December 26, President Eisenhower announced that he had directed that the United States ground forces in Korea be progressively reduced as circumstances warranted. As an initial step, two army divisions would soon be withdrawn and return to the United States. In the event that aggression in Korea was renewed, the United States would oppose it "with even greater effect than heretofore".

## 2. Japan<sup>1</sup>

There were three significant events in Canadian-Japanese relations in 1953. On January 15, Mr. Robert Mayhew, former Minister of Fisheries in the Canadian Government, presented his credentials to the Emperor as Canada's first Ambassador to Japan.<sup>2</sup> During the month of April, the Crown Prince of Japan visited Canada as a guest of the Government while on his way to London for the coronation of Queen Elizabeth. On June 12, the International Convention for the High Seas Fisheries of the North Pacific Ocean was brought into force by the exchange in Tokyo of instruments of ratification by representatives of Canada, Japan and the United States. This Convention provides procedures for the regulation of the high seas fisheries of the North Pacific and establishes a tripartite commission to oversee arrangements.

<sup>1</sup> On economic relations with Japan see also Chapter VII, sections 1 and 3.

<sup>2</sup> Before the Second World War, Canada has been represented in Japan by a Minister.

During 1953, negotiations were also conducted between both countries for bilateral trade and air agreements. These were still in progress at the year's end. On October 29, a protocol came into effect providing arrangements for criminal jurisdiction over United Nations forces stationed in Japan, similar to those accorded by the Japanese Government to United States forces. Other aspects of an agreement governing the status of United Nations forces in Japan continue under discussion in Tokyo by Canadian and other United Nations representatives.

### 3. China and Southeast Asia<sup>3</sup>

Canada's relations with China remained unchanged during 1953. The Canadian Government continued to recognize the National Government of President Chiang K'ai-shek at Taipeh on Formosa. The Soviet Government made several attempts during the year to replace the representative of the National Government of China in the United Nations with a representative from the Communist Government in Peking, but was unsuccessful in its efforts. A number of Canadians were evacuated from the mainland of China through Hong Kong. Those remaining on the mainland now number about fifty, including eighteen missionaries and some thirty Canadians of Chinese ancestry.

The war in Indochina, now entering its eighth year, has continued to be a cause for concern, since it represents the most active field of international strife in the world today. Some progress was made during 1953 in the political negotiations between France and the three Associated States of Indochina, Vietnam, Laos, and Cambodia, whereby the status of the three states and their relationship with France were further reviewed and defined. In particular, the French Government's declaration of July 3, which foresees the full independence of the Associated States as free members of the French Union, did much to foster better relation between France and the Associated States.

In keeping with the mounting importance of southeast Asia in world affairs, Canada increased its representation there by establishing an embassy in Djakarta during the spring of 1953. Mr. George Heasman, formerly Director of the Foreign Trade Service of the Department of Trade and Commerce, was named Ambassador and presented his credentials to President Sukarno in June. Another event of significance in Canada's relationship with Indonesia occurred during 1953 with the accession of Indonesia to the Colombo Plan, of which Canada is a charter member.

---

<sup>3</sup> On economic and technical assistance to Southeast Asia see Chapter VII, section 4.

## VI

### LEGAL AND CONSULAR AFFAIRS

The Department performs a number of tasks of a legal nature. It concludes, registers and publishes treaties, and watches over their application.<sup>1</sup> It deals with Canadian claims against foreign countries and with foreign claims against Canada. It arranges for the authentication of legal documents for use abroad. It assists in the transmission of documents to foreign governments under civil procedure conventions, extradition treaties, and arrangements for the reciprocal enforcement of maintenance orders. It gives opinions and advice on questions of international law to other government departments.

The Department makes representations on behalf of Canadians who have claims against foreign countries for restitution of identifiable property loss as a result of the Second World War, or for compensation for property confiscated under nationalization or agrarian reform measures. Before asking for the assistance of the Department, claimants are required to show that they have suffered denial of justice or discrimination after exhausting local remedies in the country concerned. Canadian claims in respect of death, personal injury, maltreatment and loss of or damage to property as a result of war operations are dealt with by the War Claims Commission, on behalf of which the Department conducts enquiries in foreign countries.

During 1953, with the assistance of the War Claims Branch of the Department of the Secretary of State and in accordance with Article 15 of the Treaty of Peace with Japan, the Department submitted to the Japanese Government Canadian claims for restitution and for compensation.

On February 27, Canada became a party to the Agreement on German External Debts, which terminated Germany's twenty years of default regarding foreign creditors. Guidance was given to Canadians who had claims against Germany originating before the war or as a result of the war or for injuries suffered under the Nazi regime. The regulations under which claims against Germany are submitted do not cover claims against East Berlin or the Soviet-occupied territory of Germany, the settlement of which will be delayed until the re-unification of Germany is effected.

Claims arising out of nationalization measures in Yugoslavia are dealt with by the Foreign Compensation Commission in London, set up by a special United Kingdom-Yugoslav Agreement to which Canada became a party. The Commission has already started to adjudicate Canadian claims.

About the end of 1952, a number of United States citizens, who owned property along the south shore of Lake Ontario, sought to bring lawsuits

<sup>1</sup> For the text of treaties between Canada and other countries since 1928 see the collection entitled *Canada Treaty Series*.



against Canada in United States courts with a view to obtaining compensation for property damage, which the claimants alleged was attributable in part to the construction and operation of Gut Dam in the International Rapids Section of the St. Lawrence. The dam was constructed by Canada, with the consent of the United States, in 1903, as an aid to navigation. On January 6, 1953, it was removed by Canada as part of the preparatory work in connection with the St. Lawrence power project.

The Canadian view on these lawsuits is that no existing court in the United States can properly render a decision binding upon the Government of Canada without its consent. Through diplomatic channels and in discussion with representatives of some of the claimants, the Government has made known its willingness to have the claims investigated and decided by an international arbitral tribunal, which would be established by an agreement between the United States and Canada. This Canadian offer was embodied in a draft agreement on arbitration which was transmitted in July to the representatives of the claimants. No written comment on the draft agreement has yet been received from the claimants. The offer of arbitration remains open.

During the past year, action has been taken to give effect to several pre-war treaties with Germany and Japan, operation of which was suspended by reason of the Second World War. In accordance with the procedure provided in the Treaty of Peace with Japan, the Japanese Government was notified of the desire of the Canadian Government to revive the agreements of 1914 and 1935 between Japan and Canada concerning the exchange of postal parcels and money orders, as applied in accordance with subsequent correspondence between the postal administrations of the two countries. Both agreements are now in force between Canada and Japan. An agreement with the Federal Republic of Germany was concluded during 1953 by which effect is to be given to the Convention on Legal Proceedings in Civil and Commercial Matters of March 20, 1938, as between Canada and the Federal Republic.

During 1953, Canada concluded thirty-one international agreements, of which ten are multilateral and twenty-one bilateral. A list of these agreements will be found in Appendix F. They cover a wide range of subjects, such as the amendment of the constitution of the International Labour Organization, the settlement of German external debts, technical assistance to countries economically under-developed, the transit through and stationing in Belgium of Canadian forces, the export of wheat, the avoidance of double taxation, international air lines, oil pipelines, customs, fisheries, etc.

Consular activities of the Department include such matters as: safeguarding the interests of Canadian citizens abroad; representing Canadian citizens abroad in matters of estates; procuring legal documents; locating missing persons; giving advice and assistance on citizenship and immigration questions; extending financial assistance on a recoverable basis to destitute and stranded Canadian citizens and their dependents; issuing of passports and of diplomatic and courtesy visas.

Officers of the Department act on behalf of other government departments at posts abroad where the latter are not directly represented. Thus they issue immigrant and non-immigrant visas on behalf of the Department of Citizenship and Immigration at twenty-three posts and extend assistance to Canadian seamen and merchant shipping at twenty-two.

The number of travel documents issued in the year under review by the Passport Office in Ottawa was slightly lower than the number of those issued the previous year. During 1953, 74,282 passports were issued compared with 76,180 for the previous year. Passport renewals for 1953 totalled 7,863 as compared with 5,321 in 1952. Canadian certificates of identity were given to 6,031 persons who are bona fide residents of Canada but unable to obtain passports or other travel documents from their country of origin. During the previous year 5,074 of these certificates were issued. Passport revenue for the year amounted to \$423,817.97, an increase of \$6,609.40 over last year.

The Department has made additional progress in its efforts toward the abolition of visa requirements, thereby further facilitating the travel of Canadian citizens abroad. As a result of an exchange of notes, a Visa Modification Agreement between Canada and the Federal Republic of Germany became effective on May 1. This brings to ten the number of Western European countries with which Canada has concluded such agreements since 1945. Bona fide Canadian visitors may now enter, in addition to Western Germany, the following countries in Europe for periods of up to two or three months without visas: Austria (other than the Soviet Zone), Belgium and Luxembourg, Denmark, France (including Algeria and Tunisia), Italy, Monaco, the Netherlands, Norway, Sweden, Switzerland and Liechtenstein.

A list of the Canadian consular posts abroad will be found in Appendix B, and a list of the foreign consular agents in Canada in the quarterly publications of the Department entitled *Canadian Representatives Abroad* and *Representatives of Other Countries in Canada*.

## VII

### ECONOMIC AFFAIRS

During 1953, trade and economic activity remained at a high level throughout the world, but marketing problems arose for some raw materials and agricultural products. The balance of payments position of most European countries improved, and increasing attention was given by the main trading countries to the possibility, and the problems of moving towards a freer system of trade and the convertibility of major currencies. Several countries decided during the year to relax or abolish their restrictions against imports from dollar sources.

During the year, Canada was represented at all important international conferences concerned with economic affairs, including those of the Commonwealth, the Colombo Plan, the United Nations and Specialized Agencies, the Organization for European Economic Co-operation, and the General Agreement on Tariffs and Trade. At these meetings, and in discussions with individual governments, Canadian representatives reaffirmed the readiness of the Canadian Government to support sound policies for the expansion of international trade and gave evidence of the Canadian Government's willingness to co-operate in relieving distress and in promoting economic development in many parts of the world.

#### 1. General Agreement on Tariffs and Trade

Existing tariff concessions negotiated under the General Agreement on Tariffs and Trade (GATT) were bound at the Torquay Conference in the winter of 1950-51 until December 31, 1953. In order to assure tariff stability until a fourth round of multilateral negotiations can be held, the contracting parties arranged at their session of 1953 to extend the assured life of the concessions until June 30, 1955.

Other items of importance to Canada were dealt with at the annual session. Pending a fourth round of multilateral tariff negotiations when Japan might negotiate with a view to accession, the contracting parties arranged for Japan to participate in their meetings and work. A declaration was also prepared by which those contracting parties in a position to do so would agree to have the provisions of GATT govern commercial relations between themselves and Japan for a temporary period. Canada will be able to give this arrangement consideration after a trade agreement has been successfully negotiated with Japan.

The Canadian delegation expressed concern about the continued imposition by the United States of import restrictions on dairy products. These restrictions, although they had been modified, continued to be applied with substantially the same severity as a year ago. The contracting parties affirmed the right of member countries affected to take compensatory action and recommended to the United States that it consider the harmful effects on international trade relations of the continued application of these restrictions.



The contracting parties noted that Belgium had relaxed some of its import restrictions on dollar goods since the seventh session in November 1952. It was agreed that Canada, the United States and Belgium should hold informal consultations among themselves and that this question should be kept on the agenda for the next session.

A waiver of the limitations under Article I regarding tariff preferences was granted to the United Kingdom to enable it to impose duties on certain goods enjoying free entry from Commonwealth sources. These facilities were granted with appropriate safeguards, and it was understood that the United Kingdom would not use them for the purpose of diverting trade from foreign to Commonwealth countries, but only to increase the duty on unbound tariff items as and when adjustments in certain tariff rates were considered necessary.

Arrangements were made for a review of the General Agreement in October 1954 or possibly some months later. At the conclusion of the eighth session of the contracting parties, Mr. L. D. Wilgress, who was acting leader of the Canadian delegation, was elected Chairman for the following year.

## 2. Economic Relations with the United States

In terms of the amount of trade, Canada and the United States continued to be each other's best customer during the year. The Canadian Government was concerned, however, at the absence of progress in liberalizing commercial relations, and at the indications that the United States might further restrict imports, to the detriment of trade between the two countries and of international trade generally. Apprehension centred on the hearing of the United States Tariff Commission which investigated during the year many United States imports of significant importance to Canada—notably dairy products, oats, groundfish fillets, and lead and zinc. In the case of dairy products (the importation of which was already restricted under the United States Defence Production Act), the Tariff Commission began hearings in March. During these hearings and following the publication of the findings of the Commission, representations were made to the State Department by the Canadian Ambassador expressing the concern of the Canadian Government over the damaging effects which import restrictions would have not only on international trade but with respect to international co-operation generally. In addition, the representations pointed to the substantial injury which United States controls would have on Canadian exports of these commodities. However, the findings of the Commission recommending relatively small import quotas for these products were accepted by the President.

The second important Tariff Commission investigation concerned imports of oats into the United States. As Canada is by far the largest supplier of the commodity to the United States, the possibility of import restrictions was a matter of considerable concern to Canada. During the Commission's hearings the Chief Commissioner of the Canadian Wheat Board appeared before the Commission to present the Canadian point of view. Representations were also made by the Canadian Ambassador to the State Department. Following a recommendation of the United States Tariff Commission that, in the present circumstances of mounting United States surpluses, United States imports of Canadian oats should

be restricted, President Eisenhower requested the co-operation of the Canadian Government in preventing a critical marketing situation for oats from arising in the United States. The Canadian Government agreed to limit shipments to the United States to 23 million bushels during the period December 10, 1953, to October 1, 1954. It was stressed that the arrangement was ad hoc and temporary and that it was intended to allow time for the United States to complete its review of agricultural and other policies with a view to finding longer term constructive solutions. It is also understood that the United States would not permit other foreign suppliers to take advantage of these restrictions imposed upon Canadian oats.

With respect to groundfish fillets, and lead and zinc, United States Tariff Commission hearings were held in 1953 but the Commission had not reported by the end of the year. The representations made by the Canadian Ambassador with respect to oats (mentioned above) also referred to the concern with which the Canadian Government viewed possible United States restrictions on the imports of groundfish fillets.

The advantages of close co-operation and consultation on economic problems of concern to the two countries were recognized by the establishment on November 12 of a joint economic committee composed of members of the cabinets of the United States and Canada. The committee is designed to consider matters affecting the harmonious economic relations between the two countries and in particular to exchange views on matters which might adversely affect the high level of mutually profitable trade which had been built up. Meetings of the committee will be held alternately in Washington and Ottawa once a year, or more often if necessary, and reports will be made on such discussions to the respective governments in order that consideration may be given to measures to improve economic relations and to encourage the flow of trade. Canada is represented on the committee by the Secretary of State for External Affairs, the Ministers of Finance, Trade and Commerce, and either the Minister of Agriculture or the Minister of Fisheries as appropriate. The Secretaries of State, the Treasury, Agriculture and Commerce are the representatives of the United States on the committee. In addition, provision is made for the attendance of such other officials of cabinet rank as either Government may designate from time to time. The Chairman will be a member from the country in which the meetings are held.

### 3. Economic Relations with Japan

During the year, negotiations were held with Japan for the exchange of most-favoured-nation treatment on trade matters. These discussions followed from the postwar development of trade between the two countries and from the coming into force of the Treaty of Peace with Japan, Article 12 of which envisages the reciprocal extension of most-favoured-nation treatment by Japan and the other signatory governments. The negotiations have given particular attention to the need for adequate

safeguards against serious injury to domestic producers, and to assurances of equitable treatment of Canadian exports by Japan, having in mind Japan's current balance of payments difficulties. The various proposals have also been examined in relation to the provisions of the General Agreement which might become applicable to the commercial relations of Canada with Japan after a bilateral agreement has been signed and ratified.

#### 4. Assistance to South and Southeast Asia

The fifth meeting of the Consultative Committee on Co-operative Economic Development in South and Southeast Asia was held in New Delhi in September and October. Member countries, including Canada, were represented, and observers attended on behalf of Thailand, the International Bank for Reconstruction and Development, and the Economic Commission for Asia and the Far East. Indonesia was represented as a full member for the first time. Following the meeting a report was issued outlining developments since the Karachi meeting in 1952 and emphasizing the continuing need for external assistance to help in the implementation of the development programmes of the countries in the area. The Committee was invited, and agreed, to hold its sixth meeting in Ottawa in 1954.

During 1953, a further contribution of \$25,400,000 was made available by Canada for capital aid and technical assistance under the Colombo Plan, bringing the total of the funds voted by Parliament for this purpose to \$76.6 million. In addition to the economic development projects mentioned in the 1952 Report, capital aid has been made available to India in the form of wheat, locomotive boilers, steam locomotives, hydro-electric and electrical transmission equipment, and industrial raw materials. Additional assistance for Pakistan has included wheat, aid for the Warsak hydro-electric and irrigation project, the provision of consulting engineering services, aircraft for crop dusting, agricultural machinery and an extension of the aerial resources survey with special emphasis on agriculture. In the case of both India and Pakistan, agreement has been reached on a number of economic development projects the internal cost of which will, in whole or in part, be met out of the rupee counterpart funds, generated through the provision of wheat and other materials being supplied by Canada. Capital assistance approved for Ceylon has been composed of aid for experimental fisheries development, electrical transmission equipment, equipment for a Polytechnic Institute, diesel locomotives, irrigation and drainage equipment, and equipment for agricultural machinery maintenance stations and pest control. In addition, rupee counterpart funds arising from the sale of Canadian gift flour will be used to help meet the local cost of a Polytechnic Institute and of rural road construction. Negotiations are continuing with the Governments of India, Pakistan and Ceylon on further projects for Canadian capital aid.

On the technical assistance side of the Plan, Canada has continued to work closely with the other member governments on the Council for Technical Co-operation. To date, funds made available by Canada for the Technical Co-operation Scheme have amounted to \$1,600,000. Up to November 30, training facilities in a wide variety of fields had been arranged for one hundred and one scholars and fellows from a number of



countries in the area. Forty Canadian Colombo Plan experts have also been sent to the area. Some of these are working on purely training projects while a number of others are assisting in the implementation of economic development schemes. One Canadian is advising on the establishment of the Polytechnic Institute in Ceylon. Another is expected to proceed shortly to the subcontinent where he will supervise the building and the initial operation of Biological Control Institutes in India and Pakistan. An agricultural and co-operative mission, composed of four Canadian experts, toured the area in 1953. Subsequently an Indian co-operative mission came to Canada.

## 5. Miscellaneous

The International Materials Conference was terminated on December 31. It was established in February 1951 to recommend measures to alleviate conditions of short supply in certain essential raw materials which developed following the outbreak of the conflict in Korea.

An agreement renewing and revising the International Wheat Agreement of 1949 became effective on August 1. The Canadian instrument of acceptance of the new agreement was deposited with the United States Government on May 18.

An international conference, which was convened in London on July 13, prepared an international agreement designed to overcome problems related to international trade in sugar. Canada was represented at the conference, but has not yet ratified the International Sugar Agreement which was drawn up at that meeting.

Exchanges of notes in 1953 have brought about the entry into force of two agreements with France for the avoidance of double taxation, and extended two similar agreements with the United Kingdom to Dominica and Southern Rhodesia. Negotiations were undertaken with the Governments of Australia, Ireland, South Africa and Switzerland, on the possibility of concluding such agreements.

The most significant development in the field of international telecommunications during 1953 was the conclusion in November of an agreement between the Canadian Overseas Telecommunication Corporation, the American Telephone and Telegraph Company, the Eastern Telephone and Telegraph Company and the General Post Office of London, England, for the construction in 1954 of the first trans-Atlantic submarine telephone cable at a cost of about \$35,000,000. The cable will link North America with the United Kingdom through a point in Canada, and will provide a more effective telephone communication link than exists at present across the Atlantic.

## VIII

### INFORMATION AND CULTURAL AFFAIRS

The Department carries on information activities designed to help the Government achieve its objectives in international relationships by making Canada's capacities, record and policies better and more sympathetically known abroad and by making information on international affairs available to the people of Canada.

Only to a limited extent does the Department act as direct purveyor of news to the people of other countries. Rather than compete with commercial information organizations, it endeavours to co-operate with them by stimulating their interest in Canada and by assisting them to increase and improve their coverage of the Canadian scene. It keeps Canadian representatives abroad supplied with full texts of important statements; with films, books and cultural exhibits; with appropriate documents and publications, and with files of photographs and information materials for use by foreign newspapers, magazines, radio and other information media. Established journalists and writers in foreign countries are encouraged to visit Canada and, on arrival, are assisted in obtaining material for future articles. A reflection of Canada's increasing responsibilities in world affairs can be seen in the visits of hundreds of journalists, commentators and authors to Canada in recent years. The largest portion of these is naturally from the United States, and the most highly-esteemed award for foreign correspondents in that country was won in 1953 by a Milwaukee journalist for his first-hand reports of the Canadian scene.

A further Departmental responsibility is the distribution through posts abroad of films produced by the National Film Board. Sixty-three diplomatic, consular and trade posts now have film libraries and facilities for projection in order to help promote the non-commercial circulation of Canadian Government films in their territories. It is estimated that films from posts' libraries are now being seen by over six million people a year. The development of television opens promising new channels for the use of NFB films abroad.

Liaison with the International Service of the Canadian Broadcasting Corporation has been made closer and more effective by the establishment in the Department of a small Political Co-ordination Section early in 1953. This Section supplies the International Service with information on the current international problems. An increasing demand from posts abroad for CBC-IS transcriptions which can be placed with national and private broadcasting outlets has developed. In many countries where Canada is represented, a special thirty-minute programme recorded by CBC-IS was broadcast over local or national outlets on July 1.

In the realm of cultural activities, the Department has co-operated with the National Gallery and the Exhibition Commission in arranging a number of displays of Canadian paintings and educational materials. It

has administered Canadian Government overseas fellowships, assisted Canadian candidates for scholarships offered by foreign governments and foundations, and provided gifts of representative Canadian books to universities and institutions abroad. A commendable increase has taken place in the number of Canadian business and industrial firms interested in publicizing abroad the scientific and cultural achievements of the Canadian people, and co-operation between the Department and these firms had proved of mutual benefit.

The Department has remained the official channel for the exchange of information and reports between the United Nations Educational, Scientific and Cultural Organization and Canadian voluntary and governmental bodies interested in the Organization's activities.



## IX

### ORGANIZATION AND ADMINISTRATION OF THE DEPARTMENT

The Department's organization continues fundamentally along the lines evolved during the past several years, under which the Minister is assisted by an Under-Secretary (Deputy Minister), a Deputy Under-Secretary, three Assistant Under-Secretaries, and officers and employees of various grades and designations organized under Division and Section Heads. The divisions and sections are listed in Appendix A. It will be noted that four of the divisions are named according to the geographical area for which they have responsibility and the thirteen others according to the nature of their work. The main changes made in the organization of the headquarters of the Department during the year include the establishment of a Political Co-ordination Section and the transfer of functions of the International Conferences Section to the Finance Division.<sup>1</sup>

Fifty-three diplomatic and consular posts are now maintained abroad by Canada.<sup>2</sup> Of these, twenty-four are embassies, eight legations, seven high commissioner's offices, three permanent delegations, and eleven consulates. The Ambassador to Belgium and the Minister to Norway are also respectively accredited as Ministers to Luxembourg and Iceland, but no posts are maintained in these countries. During 1953, embassies were opened in Bogota (April 7), Djakarta (June 2), and in Madrid (December 10), a high commissioner's office in Colombo (August 13), and consulates general at Los Angeles (May) and Seattle (September). In addition, the opening of embassies in Montevideo and Tokyo and of a legation in Vienna, which had been announced in 1952, formally took place in the early part of 1953. The consulate general in Caracas and the legation in Berne were raised to the status of embassies on January 15 and May 12 respectively.

As at December 31, forty-two countries had diplomatic missions in Canada.<sup>3</sup> Of these, twenty-four were embassies, six high commissioners' offices, and ten legations. Iceland and Luxembourg do not maintain diplomatic missions in Canada, but their Ministers to the United States are also accredited to Canada. The diplomatic missions of Colombia, Indonesia, Israel, Spain and Venezuela were opened during 1953.

To meet the expansion of activities, increases were required in both officer and administrative personnel. Eighteen new Foreign Service Officers joined the Department during the year as a result of a civil service competition which began in November 1952. Recruitment in the officer grades continues to be carried out in the face of active competition,

<sup>1</sup> On the duties of the Political Co-ordination Section see Chapter VIII.

<sup>2</sup> A list of these posts as at December 31, 1953, is set forth in Appendix B.

<sup>3</sup> For a list of the diplomatic posts of other countries in Canada see Appendix C.

notably from private industry. A new Foreign Service Officer competition which opened in November 1953 attracted a somewhat smaller number of candidates than did last year's competition. During the year, 212 appointments were made to the administrative staff of the Department.

Following is a comparison of the departmental strength on December 31, 1952, and December 31, 1953:

	1952	1953	Change
OFFICERS (including Head of Posts):			
Ottawa . . . . .	124	120 <sup>5</sup>	— 4
Abroad . . . . .	134	147	+13
ADMINISTRATIVE PERSONNEL:			
Ottawa . . . . .	496	509 <sup>5</sup>	+13
Abroad . . . . .	264	285	+21
Local Employees <sup>4</sup> . . . . .	390	453	+63
Totals . . . . .	1408	1514	+106

Major-General G. P. Vanier, D.S.C., M.C., Canadian Ambassador to France, retired from the service on December 31. General Vanier has rendered outstanding service to his country. His retirement, after a distinguished career of thirty-eight years in the army and diplomatic service, deprives the Canadian Government of one of its ablest and most esteemed public servants.

During the year, the Department also lost the services of two other distinguished diplomats. Mr. Victor Doré, C.M.G., Canadian Ambassador to Switzerland and Canadian Minister to Austria, retired from the service on October 31. Dr. G. S. Patterson, Canadian Consul General in Boston, died suddenly on November 8.

In order to gain first-hand knowledge of the conditions under which posts are required to operate, a team from the Department visited Canadian embassies and legations in north and east European countries, special emphasis being given, among others, to problems relating to administration and staff conditions at these posts.

The following properties were purchased: a residence for the High Commissioner in Wellington, a residence for staff in Tokyo, and office accommodation for the Permanent Delegation to the North Atlantic Treaty Organization in Paris. New leases were signed for the residence of the Head of post in Bogota, Caracas, Colombo, Lima, Los Angeles, Paris (for the Permanent Delegate to NATO), San Francisco, and Seattle, and also for the chanceries in Berne, Bogota, Colombo, Copenhagen, Djakarta, Los Angeles, Madrid, Montevideo, Seattle and Vienna. A furnishing scheme was required for the residence in Ceylon and partial schemes for the residences in Ankara, Brussels, Mexico, and Washington. Chancery furnishing schemes were provided for Bogota, Ceylon, Djakarta, Los Angeles, Madrid, Seattle, and Vienna. Staff quarters were furnished in Canberra, Colombo, Karachi, and New Delhi.

<sup>4</sup> At posts abroad only.

<sup>5</sup> The personnel on retiring leave is not included in these figures.

## APPENDIX A

### ORGANIZATION OF THE DEPARTMENT<sup>1</sup>

The Secretary of State for External Affairs  
The Under-Secretary of State for External Affairs  
The Deputy Under-Secretary of State for External Affairs  
Three Assistant Under-Secretaries of State for External Affairs  
Seventeen Divisions (in alphabetical order):

American	Finance
Commonwealth	Historical Research and Reports
Consular	Information
Defence Liaison (1) and (2)	Legal
Economic	Personnel
Establishments and Organization	Protocol
European	Supplies and Properties
Far Eastern	United Nations

The Political Co-ordination Section  
The Press Office

---

<sup>1</sup> For further particulars (functions, methods of operation, staff, etc.) see the Annual Reports of the Department for 1949 (pp. 9-14) and 1950 (pp. 1-2) and also an article on "The Canadian Foreign Service" which appeared in *External Affairs*, Ottawa, August 1953 (pp. 243-249).



## APPENDIX B

### CANADIAN DIPLOMATIC AND CONSULAR REPRESENTATION ABROAD<sup>1</sup>

#### 1. Diplomatic Missions<sup>2</sup>

Country	City	Nature of Post
Argentina	Buenos Aires	Embassy
Australia	Canberra	High Commissioner's Office
Austria	Vienna	Legation
Belgium	Brussels	Embassy
Brazil	Rio de Janeiro	Embassy
Ceylon	Colombo	High Commissioner's Office
Chile	Santiago	Embassy
Colombia	Bogota	Embassy
Cuba	Havana	Embassy
Czechoslovakia	Prague	Legation
Denmark	Copenhagen	Legation
Finland	Helsinki	Legation
France	Paris	Embassy
Germany	Bonn	Embassy <sup>3</sup>
Greece	Athens	Embassy
India	New Delhi	High Commissioner's Office
Indonesia	Djakarta	Embassy
Ireland	Dublin	Embassy
Italy	Rome	Embassy
Japan	Tokyo	Embassy
Mexico	Mexico City	Embassy
Netherlands	The Hague	Embassy
New Zealand	Wellington	High Commissioner's Office
Norway	Oslo	Legation
Pakistan	Karachi	High Commissioner's Office
Peru	Lima	Embassy
Poland	Warsaw	Legation
Portugal	Lisbon	Legation
Spain	Madrid	Embassy
Sweden	Stockholm	Legation
Switzerland	Berne	Embassy
Turkey	Ankara	Embassy
Union of South Africa	Pretoria	High Commissioner's Office
Union of Soviet Socialist Republics	Moscow	Embassy
United Kingdom	London	High Commissioner's Office
United States of America	Washington	Embassy
Uruguay	Montevideo	Embassy
Venezuela	Caracas	Embassy
Yugoslavia	Belgrade	Embassy

<sup>1</sup> For more information (addresses, staff, etc.) see the quarterly publication of the Department entitled *Canadian Representatives Abroad and Representatives of Other Countries in Canada*.

<sup>2</sup> No posts are maintained in Iceland and Luxembourg, but the Canadian Minister to Norway is also accredited as Minister to Iceland, and the Ambassador to Belgium as Minister to Luxembourg. The Ambassadors to Switzerland and Ireland are also accredited as Ministers to Austria and Portugal respectively, and the Minister to Sweden as Minister to Finland.

<sup>3</sup> There is also a Military Mission in Berlin.

## 2. Permanent Delegations to International Organizations

Organization	City
North Atlantic Council and also the Organization for the European Economic Co-operation	Paris
United Nations	New York
United Nations	Geneva

## 3. Consulates

Country	City	Nature of Post
Brazil	Sao Paulo	Consulate
Philippines	Manila	Consulate General
United States of America	Boston	Consulate General
	Chicago	Consulate General
	Detroit	Consulate
	Los Angeles	Consulate General
	New Orleans	Consulate
	New York	Consulate General
	Portland (Maine)	Vice-Consulate
	San Francisco	Consulate General
	Seattle	Consulate General

## APPENDIX C

### DIPLOMATIC AND CONSULAR REPRESENTATION OF OTHER COUNTRIES IN CANADA<sup>1</sup>

#### 1. Diplomatic Missions<sup>2</sup>

Country <sup>3</sup>	Nature of Mission
*Argentina	Embassy
Australia	High Commissioner's Office
Austria	Legation
*Belgium	Embassy
*Brazil	Embassy
*Chile	Embassy
*China	Embassy
*Colombia	Embassy
*Cuba	Embassy
*Czechoslovakia	Legation
*Denmark	Legation
*Finland	Legation
*France	Embassy
*Germany	Embassy
*Greece	Embassy
India	High Commissioner's Office
Indonesia	Embassy
Ireland	Embassy
*Israel	Legation
*Italy	Embassy
*Japan	Embassy
*Mexico	Embassy
*Netherlands	Embassy
New Zealand	High Commissioner's Office
*Norway	Legation
Pakistan	High Commissioner's Office
*Peru	Embassy
*Poland	Legation
*Portugal	Legation
*Spain	Embassy
*Sweden	Legation
*Switzerland	Legation
Turkey	Embassy
Union of South Africa	High Commissioner's Office
Union of Soviet Socialist Republics	Embassy
United Kingdom	High Commissioner's Office
*United States of America	Embassy
*Uruguay	Embassy
*Venezuela	Embassy
*Yugoslavia	Embassy

<sup>1</sup> For further particulars (addresses, staff, etc.) see the quarterly publication of the Department entitled *Canadian Representatives Abroad and Representatives of Other Countries in Canada and Diplomatic and Consular Representatives in Ottawa*.

<sup>2</sup> Iceland and Luxembourg do not maintain diplomatic missions in Canada, but their Ministers to the United States are accredited also to Canada.

<sup>3</sup> Those countries which are marked with an asterisk also have consulates in Canada. The High Commissioner's Office for India is in charge of the interests of Nepal; the Legation of Poland of those of Hungary; and the Legation of Switzerland of those of Liechtenstein.



2. Countries Having Consulates But No Diplomatic Missions<sup>4</sup>

Bolivia  
Costa Rica  
Dominican Republic  
Ecuador  
Egypt  
Guatemala  
Haiti  
Honduras  
Iceland

Lebanon  
Liberia  
Luxembourg  
Monaco  
Nicaragua  
Panama  
Salvador  
Thailand

**APPENDIX D****INTERGOVERNMENTAL ORGANIZATIONS OF WHICH  
CANADA IS A MEMBER****Canada-United States**

International Boundary Commission  
International Joint Commission  
International Pacific Halibut Commission  
International Pacific Salmon Fisheries Commission  
Joint Committee on Trade and Economic Affairs  
Joint Industrial Mobilization Committee  
Permanent Joint Board on Defence  
St. Lawrence River Joint Board of Engineers

**Commonwealth**

Canada-United Kingdom Continuing Committee on Trade and Economic Affairs  
Commonwealth Advisory Aeronautical Research Council  
Commonwealth Agricultural Bureaux  
Commonwealth Air Transport Council  
Commonwealth Economic Committee  
Commonwealth Shipping Committee  
Commonwealth Telecommunications Board  
Imperial War Graves Commission  
South Pacific Air Transport Council

---

<sup>4</sup> The Consulate of Lebanon is in charge of Iraqi interests in Canada. For Iceland and Luxembourg see note 2, p. 35.

**Inter-Allied**

Inter-Allied Reparations Agency

**Inter-American**

Commissions on Geography and on Cartography of the Pan-American  
 Institute of Geography and History  
 Inter-American Conference on Social Security  
 Inter-American Radio Office  
 Inter-American Statistical Institute  
 Postal Union of the Americas and Spain

**United Nations and Specialized Agencies**

United Nations (including the International Court of Justice)  
 Food and Agriculture Organization  
 International Bank for Reconstruction and Development  
 International Civil Aviation Organization  
 International Labour Organization  
 International Monetary Fund  
 International Telecommunication Union  
 Preparatory Committee of the Proposed Inter-Governmental Maritime  
 Consultative Organization  
 United Nations Educational, Scientific and Cultural Organization  
 Universal Postal Union  
 World Health Organization  
 World Meteorological Organization

**Other Organizations**

Central Bureau, International 1/1,000,000 map of the World  
 Consultative Committee on Co-operative Economic Development in South  
 and Southeast Asia  
 Council for Technical Co-operation in South and Southeast Asia  
 General Agreement on Tariffs and Trade  
 Intergovernmental Committee for European Migration  
 Interim Commission for the International Trade Organization  
 International Bureau of Weights and Measures  
 International Committee of Military Medicine and Pharmacy  
 International Cotton Advisory Committee  
 International Hydrographic Bureau  
 International Institute of Refrigeration  
 International Northwest Atlantic Fisheries Commission  
 International North Pacific Fisheries Commission  
 International Rubber Study Group  
 International Tin Study Group  
 International Union for the Protection of Industrial Property  
 International Union for the Protection of the Rights of Authors over their  
 Literary and Artistic Works  
 International Union for the Publication of Customs Tariffs  
 International Whaling Commission  
 International Wheat Council  
 International Wool Study Group  
 North Atlantic Treaty Organization  
 Organization for European Economic Co-operation (as an associate member  
 only)

## APPENDIX E

### INTERNATIONAL CONFERENCES HELD IN 1953 AT WHICH CANADA WAS REPRESENTED BY MEMBERS OF THE DEPARTMENT

*11th Session of the Executive Board of the World Health Organization.* Geneva, January 12.

*Ad Hoc Committee on the Agenda and Intersessional Business of GATT (General Agreement on Tariffs and Trade).* Geneva, February 2.

*Policy Meeting of the Council for Technical Co-operation in South and Southeast Asia.* Colombo, February 18.

*121st Session of the Governing Body of the International Labour Office.* Geneva, February 20.

*7th (Resumed) Session of the General Assembly (UN).* New York, February 24.

*3rd Technical Assistance Conference (UN).* New York, February 26.

*7th Meeting of the International Tin Study Group.* London, March 23.

*United Kingdom—Canada Continuing Committee on Trade and Economic Affairs.* Ottawa, April 15.

*5th Session of the Intergovernmental Committee for European Migration.* Geneva, April 16.

*Ministerial Meeting of the North Atlantic Council (NATO).* Paris, April 23.

*6th Session of the World Health Assembly (WHO).* Geneva, May 5.

*International Conference to Adopt a Protocol on the Limitation of the Production of Opium (UN).* New York, May 11.

*122nd Session of the Governing Body of the International Labour Office (ILO).* Geneva, May 26.

*12th Session of the Executive Board of the World Health Organization.* Geneva, May 28.

*36th Session of the International Labour Conference (ILO).* Geneva, June 4.

*7th Session of the International Civil Aviation Organization Assembly.* Brighton, June 15.

*2nd Extraordinary Session of the General Conference (UNESCO).* Paris, July 1.

*International Sugar Conference (UN).* London, July 13.

*Preparatory Meeting on the Establishment of an International Advisory Committee on Scientific Research (UNESCO).* Paris, July 6.

*Ad Hoc Committee on the Agenda and Intersessional Business of GATT.* Geneva, August 17.



*7th (Reconvened) Session of the General Assembly (UN).* New York, August 17.

*8th Session of the General Assembly (UN).* New York, September 15.

*8th Session of the Contracting Parties (GATT).* Geneva, September 17.

*Preparatory Meeting of Officials for the Commonwealth Consultative Committee for the Co-operative Economic Development in South and South-east Asia (Colombo Plan).* New Delhi, September 28.

*Headquarters Committee (UNESCO).* Paris, September 24.

*Special Meeting of the Management Committee of the International Rubber Study Group.* London, October 12.

*5th Meeting of the North Atlantic Planning Board for Ocean Shipping (NATO).* London, October 6.

*6th Session of the Intergovernmental Committee for European Migration.* Venice, October 12.

*Discussions Relating to the Proposed Intergovernmental Maritime Consultative Organization.* London, October 27.

*Conference on Troop Information and Military Community Relations Problems (NATO).* Paris, October 26.

*Policy Meeting of the Council for Technical Co-operation in South and Southeast Asia.* New Delhi, October 9.

*Ministerial Meeting of the Consultative Committee for the Co-operative Economic Development in South and Southeast Asia (Colombo Plan).* New Delhi, October 13.

*123rd Session of the Governing Body of the International Labour Office.* Geneva, November 16.

*Tin Conference (UN).* Geneva, November 16.

*7th Session of the General Conference (FAO).* Rome, November 23.

*Ministerial Meeting of the North Atlantic Council (NATO).* Paris, December 14.

## APPENDIX F

### INTERNATIONAL AGREEMENTS CONCLUDED BY CANADA DURING 1953

#### 1. Multilateral Agreements

*Agreement* on German external debts. Signed at London, February 27.

*Final Act* of the Third United Nations Technical Assistance Conference. Signed at New York, February 27.

*Final Act* of the United Nations Opium Conference held in New York from May 11 to June 18, 1953. Signed at New York, June 24.

*Final Act* of the United Nations Sugar Conference. Signed at London, August 24.

*Agreement* between the Governments of the United Kingdom of Great Britain and Northern Ireland, Canada, Australia, New Zealand, the Union of South Africa, India, and Pakistan, and the Government of Italy relative to the graves in Italian territory of members of the armed forces of the Commonwealth. Signed at Rome, August 27.

*Instrument* for the amendment of the constitution on the International Labour Organization, adopted by the Conference at its thirty-sixth session, Geneva, June 26, 1953. Ratified November 26.

*Declaration* on the continued application of the schedules to the General Agreement on Tariffs and Trade. Signed at New York, December 17.

*Protocol* amending the 1926 International Slavery Convention. Signed at New York, December 17.

*Third Protocol* of ratification and modifications to the texts of the schedules to the General Agreement on Tariffs and Trade. Signed at New York, December 17.

*Protocol* for limiting and regulating the cultivation of the poppy plant, the production of, international and wholesale trade in, and use of opium. Signed at New York, December 23.

#### 2. Bilateral Agreements

##### Belgium

*General Agreement* concerning the transit through and the stationing in Belgium of Canadian forces. Signed at Brussels, March 30.

##### Ceylon

*Exchange of Notes* constituting an agreement for the co-operative economic development of Ceylon under the Colombo Plan. Signed at Colombo, July 20.

## France

*Exchange of Notes* constituting an agreement providing for the entry into force of the agreement regarding the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income signed at Paris, March 16, 1951, and of the codicil to this agreement signed at Ottawa, October 6, 1951. Signed at Ottawa, May 28.

*Exchange of Notes* constituting an agreement providing for the entry into force of the agreement and protocol regarding the avoidance of double taxation and the prevention of fiscal evasion with respect to succession duties signed at Paris, March 16, 1951. Signed at Ottawa, May 28.

## Germany

*Exchange of Notes* constituting an agreement regarding visa requirements for non-immigrant travellers of the two countries. Signed at Bonn, April 10, and 15.

## India

*Exchange of Notes* constituting an agreement regarding the inspection of supplies purchased in Canada by India. Signed at Ottawa, June 5 and 12.

## Mexico

*Exchange of Notes* constituting an agreement for air services between and beyond the respective territories of the two countries. Signed at Mexico City, July 27.

*Exchange of Notes* constituting an agreement authorizing KLM (Royal Dutch Airlines) to operate a provisional air service between Mexico and Montreal. Signed at Mexico City, August 19.

*Exchange of Notes* constituting an agreement authorizing a Canadian airline to operate a provisional air service between Mexico City and Rio de Janeiro. Signed at Mexico City, August 10.

## Netherlands

*Exchange of Notes* constituting an agreement providing for the temporary operation of an air service by KLM (Royal Dutch Airlines) between Canada and Mexico. Signed at Ottawa, September 2 and 3.

## Union of South Africa

*Exchange of Notes* constituting an agreement regarding the temporary suspension of the margin of preference on unmanufactured logs. Signed at Ottawa, December 27, 1952 and January 5, 1953.

*Exchange of Notes* constituting an agreement in regard to the temporary suspension of the margin of preference on wool. Signed at Pretoria, March 26 and May 6.

## United Kingdom

*Exchange of Notes* constituting an agreement extending the Double Taxation Agreement of June 5, 1946, with respect to income tax to Southern Rhodesia. Signed at Ottawa, February 27 and April 9.



*Exchange of Notes* constituting an agreement extending the Double Taxation Agreement of June 5, 1946, with respect to income tax to the Colony of Dominica. Signed at Ottawa, June 30 and July 31.

## United States of America

*Convention* for the preservation of the halibut fishery of the Northern Pacific Ocean and Bering Sea. Signed at Ottawa, March 2.

*Exchange of Notes* constituting an agreement concerning the sealing of mobile radio transmitting equipment. Signed at Washington, March 9 and 17.

*Exchange of Notes* constituting an agreement renewing the Agreement of November 15, 1951, for the use of the gunnery range on Lake Erie by the United States Navy. Signed at Ottawa, February 25 and June 23.

*Exchange of Notes* constituting an agreement concerning the installation of an oil pipeline from Haines to Fairbanks, Alaska. Signed at Ottawa, June 30.

*Exchange of Notes* constituting an agreement for the establishment of a Joint Committee on Trade and Economic Affairs. Signed at Washington, November 12.

*Exchange of Notes* constituting an agreement for the establishment of the St. Lawrence River Joint Board of Engineers. Signed at Washington, November 12.

## Uruguay

*Additional Protocol* to the Trade Agreement of August 12, 1936. Signed at Montevideo, October 19.

## APPENDIX G

### PUBLICATIONS OF THE DEPARTMENT

#### 1. Printed Publications<sup>1</sup>

*Report of the Department of External Affairs.* The annual report of the activities of the Department submitted each year to Parliament. (Canada and the United States, 25 cents; other countries, 30 cents).

*Canada Treaty Series.* Text of the treaties, conventions and agreements concluded between Canada and other countries. (Canada and the United States, 25 cents; other countries, 30 cents).

*Canadian Representation Abroad and Representatives of Other Countries in Canada.* Published quarterly. (Canada and the United States, 25 cents; other countries, 30 cents).

*Conference Series.* Reports on the proceedings of certain international conferences in which Canada has participated since 1945. In this series will be found the yearly report of the Department entitled *Canada and the United Nations*. (Canada and the United States, 50 cents; other countries, 60 cents).

*Diplomatic and Consular Representatives in Ottawa.* Published quarterly. (Canada and the United States, 15 cents; other countries, 20 cents).

*External Affairs.* A monthly bulletin providing reference material on Canada's external relations and reports on the current work of the Department. (\$1.00 a year; students, 50 cents).

<sup>1</sup> May be obtained in both English and French from the Queen's Printer, Ottawa.

*White Paper: Documents on the Korean Crisis.* Submitted to Parliament on January 31, 1951, and supplementing the report entitled *Canada and the Korean Crisis* submitted to Parliament on September 1, 1950. (Canada and the United States, 25 cents; other countries, 30 cents).

*Special Publications:* 1. *Canada from Sea to Sea.* A booklet for distribution abroad dealing with the history, geography, and the economic, social and artistic life in Canada. Published in English, Danish, Dutch, French, German, Italian, Norwegian, Portuguese and Spanish. (Canada, 25 cents). 2. *Canada in Pictures.* A pictorial presentation of Canada for distribution abroad. Published in English, French, Danish, Dutch and German. To be published in Italian, Portuguese, Spanish and Swedish. (Canada, 10 cents).

## 2. Mimeographed Reference Material

*Canadian Weekly Bulletin.* A survey of the week's Canadian events.<sup>2</sup>

*Fact Sheets.* A set of twenty one-page documents dealing with such subjects as Canadian history, transportation, foreign trade, etc.<sup>2</sup>

*Reference Papers.* Background material on Canada and Canadian activities.<sup>3</sup>

*Reprints.* Articles on Canada reprinted, with the permission of the publisher and author, from various sources, chiefly from Canadian periodicals.<sup>2</sup>

*Statements and Speeches.* Text of important official statements on external or domestic affairs.<sup>3</sup>

A selection of *Statements and Speeches* and *Reference Papers* is published in Spanish (under the title of *Paginas documentales*), in German (*Amtliche Auskunftsblätter*), and in Italian (*Pagine documentarie*).<sup>2</sup>

<sup>2</sup> Distributed outside Canada only.

<sup>3</sup> Items in this series which deal with international affairs are distributed in Canada as well as abroad. They may be obtained from the Information Division, Department of External Affairs, Ottawa.















Doc

EA

ASS



CANADA



# Report of the Department of External Affairs

1 9 5 4







Canada

**REPORT**  
of the  
**DEPARTMENT OF**  
**EXTERNAL AFFAIRS**  
**1954**

Submitted to Parliament under the Provisions of the  
Department of External Affairs Act

Edmond Cloutier, C.M.G., O.A., D.S.P.  
Queen's Printer and Controller of Stationery  
Ottawa, 1955

*Price: 25 cents*

53132—1



## FOREWORD

Tranquillity, it has been said, is relative. Even so, it is unlikely that 1954 will go down in history as an outstanding example of a tranquil year. There were occasions during the year when the situation in the Far East threatened to deteriorate into large-scale hostilities; and in the West, for a period after the failure of the projected European Defence Community, the integrity of the North Atlantic Treaty Organization was jeopardized. Developments in both these areas affected, for a time, the cohesion of the free nations on whose unity the peace of the world so largely depends.

It is true, however, that the gravest disturbances in 1954 remained potential rather than actual; threats of deterioration which were, at least temporarily, successfully averted. The fighting in Indochina was halted by diplomacy before it could spread; incidents in the islands off the coast of China were, for the time being at least, localized and limited; and NATO was consolidated and strengthened by agreements worked out at meetings in London and Paris for the adherence of the Federal Republic of Germany to the Atlantic community.

The year made heavy demands on Canadian diplomacy, and imposed new responsibilities on our country. There is no sign that Canada's international responsibilities, which have grown steadily during the past two decades, are likely to decline in the foreseeable future.

The Canadian people are dedicated to the cause of common sense and conciliation in world affairs. In this it is the duty of the Department of External Affairs to act as one of their instruments. The report which follows is designed to give to Parliament, and through it to the people of Canada, some account of what the Department has been doing during the past year and of the developments in international relations which have affected its work.



*Secretary of State  
for External Affairs.*

OTTAWA, February 1, 1955.



Hon. L. B. PEARSON, M.P.,

Secretary of State for External Affairs.

In accordance with the provisions of the Department of External Affairs Act, I have the honour to submit, for presentation to Parliament, the forty-fifth annual report of the Department, covering the calendar year 1954.

The report begins with a general survey of the year's developments and then reviews events affecting Canadian policy within the three principal international associations of which this country is a member: the United Nations, the North Atlantic Treaty Organization, and the Commonwealth. Developments in other countries and their effect on Canada are outlined in the chapters on the major geographical areas. These are followed by chapters on the legal, consular, economic, and information work of the Department and on its organization and administration. The report concludes with seven appendices which may be found useful for reference purposes.

It gives me pleasure to express my satisfaction with the manner in which the members of the staff have discharged their duties.

JULES LÉGER

*Under-Secretary of State  
for External Affairs*

OTTAWA, January 17, 1955.

## CONTENTS

	PAGE
FOREWORD .....	iii
LETTER OF TRANSMITTAL .....	iv
CHAPTER	
I. General Survey .....	1
II. The United Nations and the Specialized Agencies .....	3
III. The North Atlantic Treaty Organization .....	7
IV. The Commonwealth .....	9
V. Europe and the Middle East .....	11
VI. The Americas .....	18
VII. East Asia .....	22
VIII. Legal and Consular Affairs .....	28
IX. Economic Affairs .....	30
X. Information and Cultural Affairs .....	34
XI. Organization and Administration of the Department .....	37
APPENDICES:	
A. Table showing the organization of the Department at Ottawa...	39
B. Canadian diplomatic and consular representation abroad .....	40
C. Diplomatic and consular representation of other countries in Canada .....	42
D. Intergovernmental organizations of which Canada is a member..	44
E. International conferences at which Canada was represented ..	46
F. International agreements concluded by Canada during the year	48
G. Publications of the Department .....	50





# REPORT OF THE DEPARTMENT OF EXTERNAL AFFAIRS, 1954

---

## I

### GENERAL SURVEY

The maintenance of international peace and security is, as the Foreword to last year's report emphasized, a paramount Canadian interest. Problems arising from the need to maintain peace with security were accordingly a major concern of the Department during 1954.

General war was avoided, owing in part to the self-restraint of the Western powers in the face of considerable provocation, and, it may be hoped, owing also to a growing realization in the Soviet Union and countries associated with it that the outbreak of another Great War would serve no useful purpose. If this realization prevails, and if the temptation to experiment with local aggression is more firmly repressed, the world may yet escape catastrophe.

East Asia continued to be the most disturbed area, though the chief dangerpoint shifted from Korea to Indochina. Discussions at the Geneva Conference, however, effected a cessation of hostilities in Indochina and enabled transfers of authority to take place in an orderly way under agreed international supervision. To assist in this work, Canada accepted the responsibility of membership on the International Supervisory Commissions there. About 160 Canadians, most of whom are from the Canadian foreign service and the armed forces, are employed in the work of these commissions in Indochina.

The situation in Europe for the greater part of the year was less tense than that in East Asia. Efforts devoted to the strengthening of Western co-operation resulted, after a period of uncertainty, in the replacement of the projected European Defence Community by a programme for a Western European Union, in which the democratic nations of that region will co-operate for the furtherance of the general security and welfare. The North Atlantic Treaty Organization will, it is hoped, be notably strengthened by the accession of the Federal Republic of Germany, and remain a bulwark for the maintenance of peace.

Support of the United Nations continued to be a basic aspect of Canada's external policy. Developments at this year's General Assembly encouraged the hope that some progress might yet be possible on disarmament, on the peaceful uses of atomic energy, and on certain other political questions. Meanwhile the United Nations served a useful purpose as a safety-valve and forum for discussion of various discontents, and as an instrument of international co-operation in the economic, social, and cultural fields.

The Commonwealth of Nations, as in the past, served to link diverse continents and civilizations and to enable its members to consult on international issues and on other questions of mutual interest. While friction between some Commonwealth members continued, this did not prevent a large measure of general co-operation in matters of common concern.

In our relations with the United States, the year was marked by the commencement, after half a century of study and negotiation, of the St. Lawrence Seaway and Power Project. Another noteworthy development was extended co-operation in joint defence. Canada continued to keep in close touch with the United States in all important questions of international policy, particularly on those affecting the preservation of peace, the maintenance of security, and the broadening of prosperity.

It can no longer be said—if indeed it ever could—that there is any part of the world in which the Canadian people have no interest. Even in purely material terms, their interest in other countries is world-wide. They trade abroad, they travel abroad, they reside abroad, they invest abroad. Modern developments in transportation, communications, and armaments have linked the remotest parts of the planet, for good or ill. The opening of further Canadian missions, particularly in the Middle East and in the Caribbean area, has inaugurated valuable contacts which will assist both in promoting Canadian interests in those regions and in enabling Canada to play an effective part in the international community.

The year now ended has been an eventful one. There have been important successes, but there have also been days when the Western democracies have had to face setbacks. Canada, along with many other countries, has been engaged in the search for peace and security. This goal is not yet in sight, but we must continue with unceasing effort, and always with sincerity and humility, to explore all avenues which seem to lead in this direction.

## II

# THE UNITED NATIONS AND THE SPECIALIZED AGENCIES<sup>1</sup>

### 1. The United Nations

The lack of that unity of purpose among the Great Powers upon which the Charter was based has continued to hamper the work of the United Nations. Among its effects have been the continued exclusion from membership of a considerable number of countries, and a tendency to go outside the United Nations for solutions to problems such as Indochina.

Despite these handicaps, Canada still regards the United Nations as the best long-run hope for the maintenance of peace and security and the improvement of international relations.

As usual, Canada was represented by a considerable delegation at the General Assembly. Canadian representatives also participated in the work of various other United Nations bodies, including: the Disarmament Commission and its Sub-committee; the Collective Measures Committee; the Advisory Committee of the Korean Reconstruction Agency; the Executive Board of the Children's Fund; the Negotiating Committee for Extra-budgetary Funds; the Statistical, Fiscal, Social, and Narcotic Drugs Commissions of the Economic and Social Council; and the United Nations Educational, Scientific and Cultural Organization.

While Canada is not now on the Security Council, the Department continued to give close attention to its proceedings. The dispute between India and Pakistan over Kashmir has been quiescent, but nine Canadian officers are still working there with the United Nations military observer group. Pakistan's decision to accept United States military aid resulted in India's taking the position that United States military observers in Kashmir could no longer be considered neutral, a contention which the Secretary-General repudiated. Grave incidents along the demarcation lines between Israel and the Arab states were referred to the Security Council; four Canadian army officers were appointed to serve as members of the United Nations Truce Supervision Organization, and another Canadian, Major-General E. L. M. Burns, was named Chief of Staff. The case of the *Bat Galim*, an Israeli vessel detained by the Egyptian authorities on entering Suez Canal waters, was brought before the Security Council. In September the Council was asked to consider a complaint that Soviet military aircraft had attacked a United States naval aircraft over the high seas.

Canada took part in the private London talks of the Disarmament Sub-committee, at which agreement was reached among the four Western countries on new proposals for a comprehensive disarmament convention and for international control of disarmament. The decision of the U.S.S.R., announced at the ninth session of the Assembly, to accept the Western

<sup>1</sup>Fuller information is contained in the departmental publication *Canada and the United Nations, 1953-54*.



proposals for a disarmament convention as a basis for further negotiations was welcomed, despite the significant qualifications attached to it and the continued refusal of the Soviet Union to accept the Western concept of effective international control. After detailed negotiations, the five countries which had worked on the sub-committee—Canada, France, the United States, the United Kingdom, and the U.S.S.R.—agreed to co-sponsor a procedural resolution which Canada had submitted to set the stage for renewed discussions in the sub-committee; and this resolution was unanimously adopted by the Assembly.

This display of Assembly unanimity was repeated in respect of a resolution, co-sponsored by Canada and a number of other Western countries, which provided for continued negotiations leading toward the establishment of an agency to further co-operation in the peaceful uses of atomic energy, and for the convening in 1955 of an international conference of scientists interested in nuclear and related fields.

Besides a number of recurring items, including such questions as race conflict in South Africa and the political difficulties in Tunisia and Morocco on which little or no progress was made, new and difficult issues concerning Cyprus and West New Guinea were included on the agenda for the ninth session. In neither case, however, did the Assembly decide that any action should be taken, a conclusion which was in accordance with the preferences of the Canadian delegation. The usual propaganda items sponsored by Iron Curtain countries were also considered. Among these was an appeal for a ban on propaganda favouring a new war, which was approved only after it had been amended in accordance with the wishes of non-Communist delegations. Allegations advanced by the Soviet Union that acts of aggression had been committed against the People's Republic of China were not accepted by the Assembly, and Soviet charges of piracy in the China seas were referred to the International Law Commission for further study. In the absence of any change of view on the part of the major powers, the general question of admission of new members, and the particular request for the admission of Laos and Cambodia raised during the session, were referred to the Security Council for further consideration.

In the expectation that a decision on convening a conference to review the United Nations Charter may be taken at the next session of the Assembly, a preparatory departmental study of the complicated questions involved has been set in train.

Among the many legal problems reviewed by the Assembly was the question of defining aggression. Although not opposed in principle to the idea of a definition of aggression, Canada continued to doubt that a suitable definition could be agreed upon or that it could have any practical value at the present time. The question was referred for further study to a Special Committee which will report to the General Assembly at its eleventh session in 1956. Because this is closely linked with the problems of revising the Draft Code of Offences against the Peace and Security of Mankind, and the proposal to establish an International Criminal Court, further consideration of these matters was postponed until after the submission of the Special Committee report.

With respect to the study of the Continental Shelf, the International Law Commission was asked by the Assembly to complete its work on the régimes of the high seas and territorial waters and all related subjects

and to submit a final report to the eleventh session of the Assembly in 1956. Also at the request of the Assembly, the Secretary-General is to convene at the headquarters of the Food and Agriculture Organization in April of 1955 an international technical conference to study the conservation of the living resources of the sea.

Several economic matters were considered at the ninth session. Most of these were of a continuing nature and the debate on important issues was, on the whole, constructive and free from acrimony. The subjects discussed included technical assistance, several other aspects of economic development, the question of a world food reserve, trade, employment and related matters. Canada pledged \$1,500,000 as her contribution to the Expanded Programme of Technical Assistance in the coming year; this pledge was based on the assumption that contributions from other countries will be on a scale which will permit an effective programme, an assumption which seems well founded. The Canadian delegation announced that the Canadian Government is prepared to support the proposed International Finance Corporation which, under the aegis of the International Bank, would promote investment of capital in private enterprises in under-developed countries. On the question of the proposed special United Nations fund for economic development, the Canadian delegation supported a resolution providing for further examination of the manner in which such a fund might operate but made it clear that Canada is not committed to the establishment of such a fund at this stage.

The Assembly agreed on a procedure for final revision of the draft International Covenants on Human Rights. Consideration was also given to the desirability of drafting a supplementary convention on slavery, and to measures for the abolition of forced labour practices. With respect to women's rights a resolution was adopted urging the abolition of customs or ancient laws affecting the human dignity of women.

The Assembly authorized the United Nations High Commissioner for Refugees to undertake a programme designed to achieve, within the next four years, permanent solutions to the problems of refugees under his mandate, and requested the Negotiating Committee for Extra-budgetary Funds to seek financial contributions from governments for this purpose and also for emergency relief to these refugees. Earlier in the year the Economic and Social Council considered the question of revising a draft protocol to the Convention on the Status of Refugees which would apply the provisions of the convention to stateless persons.

Canada continued to be impressed with the manner in which the new Secretary-General, Mr. Dag Hammarskjöld, has fulfilled his important responsibilities, including the reorganization of the Secretariat. Mr. Hammarskjöld made a brief visit to Canada in February.

## 2. The Specialized Agencies

During 1954 the Soviet bloc countries showed a renewed interest in the work of some of the Specialized Agencies. The U.S.S.R., the Ukraine, and Byelorussia officially notified their acceptance of the constitutions of the International Labour Organization and the United Nations Educational, Scientific and Cultural Organization. Decisions on Roumania's applications for membership in these organizations were postponed for the time being. Hungary and Bulgaria resumed active membership in



the International Labour Organization, and Poland, Czechoslovakia, and Hungary in the United Nations Educational, Scientific and Cultural Organization. Canada supported a resolution inviting the Soviet bloc countries to resume active participation in the work of the World Health Organization.

Canada retained its non-elective seat on the Governing Body of the International Labour Organization as a result of the periodical review of states of chief industrial importance carried out by an expert committee. The Administrative Council of the International Telecommunications Union elected as its chairman for the year 1954-55 a Canadian, Mr. C. J. Acton. The Executive Committee of the World Meteorological Organization directed that a study be undertaken of the effects of atomic explosions on the weather. The Conference of the Food and Agriculture Organization emphasized the need for selective rather than general or indiscriminate expansion of food and agricultural production and consumption. The Assembly of the International Civil Aviation Organization adopted an amendment to the convention under which the Organization operates, which would permit the Organization's permanent headquarters to be moved from Montreal if at least three-fifths of the member states so decide at an Assembly.

### 3. Financial Contributions

Canada's financial contribution to the United Nations for the year 1954 was, in Canadian funds, \$1,330,231; to the Specialized Agencies, \$1,359,930; to the United Nations Expanded Programme of Technical Assistance, \$1,500,000; to the United Nations Children's Fund, \$500,000; to the United Nations Relief and Works Agency for Palestine Refugees, \$500,000; to the United Nations Refugee Emergency Fund (for European refugees), \$50,000. The total Canadian contribution in 1954 was therefore \$5,240,161.

A new scale of contributions to the United Nations was adopted for application in 1955 in which Canada's assessment is raised from 3.3 per cent to 3.63 per cent. On Canadian initiative the Assembly's Committee on Contributions was instructed not to increase beyond the 1955 level the assessments of those countries (of which Canada is one) which are subject to the per capita ceiling principle until they reach per capita parity with the largest contributor.

The Assembly approved a gross expenditure budget for the Organization in 1955 of \$46,963,800.



### III

## THE NORTH ATLANTIC TREATY ORGANIZATION

### 1. The North Atlantic Council

Three ministerial meetings of the North Atlantic Council were held in Paris during the year: on April 23 and 24, to review the international political situation as it affected NATO on the eve of the Geneva Conference on Far Eastern questions; on October 22, to approve measures and note decisions based on the preparatory work of the Nine-Power Conference in London; and on December 17 and 18, for the annual stock-taking session. The Secretary of State for External Affairs attended all three meetings, and was accompanied at the December meeting by the Minister of Defence Production and of Trade and Commerce, Mr. Howe, and the Minister of National Defence, Mr. Campney.

Between ministerial meetings the Council remained, as usual, in permanent session. In fostering the habit of frank confidential discussion on international political and military developments of common concern, and improving the procedure therefor, considerable success was achieved. With the assistance of its subordinate committees and of the NATO Secretariat, the Council reviewed the progress of member countries' defence plans, supervised the expenditure of funds on commonly financed military installations ("infrastructure") and headquarters, studied the problems involved in civil defence and other peacetime readiness measures, and drew up plans to increase the public awareness of NATO and to improve cultural contacts between the member countries.

### 2. Germany and Western Defence

The most important development in NATO in 1954 was the decision to admit the German Federal Republic to the Organization and the agreement on accompanying arrangements designed to bring the Federal Republic into enduring association with the West and to promote European unity within the larger framework of the Atlantic community. The Secretary of State for External Affairs, on behalf of Canada, signed on October 23 the Protocol to the North Atlantic Treaty providing for the accession of the German Federal Republic. He was also present, at the invitation of the Prime Minister of France, at the signature on the same day of the Protocols to the Brussels Treaty providing for the accession of the Federal Republic and Italy and for the arrangements concerning the control of armed forces and armaments. He warmly welcomed these agreements, expressed the hope and confidence that there would be the closest possible co-operation between NATO and the new Western European Union, and emphasized that NATO would remain the focal point of Canada's participation in Western collective defence.

One of the main effects of the agreements, once they are ratified, will be to add to the forces of the alliance the German defence contribution

of some twelve divisions, 1,350 aircraft, and light naval forces. At the same time, these agreements will reinforce the NATO machinery in such a way as to strengthen the central control of the forces placed under NATO command in Europe. They also include pledges by the Federal Republic, on the one hand, never to have recourse to force to achieve the re-unification of Germany or the modification of its present boundaries, and by the Three Powers, on the other hand, (with which the other NATO powers have associated themselves), to take appropriate steps against any violation of this assurance. These provisions, along with the armament control plan of the Western European Union, indicate the purely defensive nature of the alliance.

### 3. Military Developments

The basis of NATO defence planning in 1954 was the judgment of the North Atlantic Council, at its ministerial session in December 1953, that the threat to the West remained and that member countries had to be ready to maintain over an extended period a high level of military preparedness. Canada has accordingly continued its contribution to NATO forces. An infantry brigade and an air division are stationed in Europe, while the Royal Canadian Navy has 36 ships in commission which are earmarked for the use of NATO in defence of the Canada—United States area of the Atlantic command and in protection of convoys.

Admiral Jerauld Wright was appointed by the North Atlantic Council in February, on the nomination of the President of the United States, to succeed Admiral Lynde McCormick as Supreme Allied Commander, Atlantic. In October he made an official visit to Canada. General Alfred M. Gruenther, Supreme Commander Allied Powers in Europe, visited Canada in June.

### 4. Mutual Aid

Since the Canadian Mutual Aid Programme was inaugurated in 1950, well over one billion dollars has been appropriated by the Canadian Parliament for mutual aid to European NATO countries. In the fiscal year 1954-55, Parliament approved the continuation of the Mutual Aid Programme in this period under an expenditure ceiling of \$300,000,000. Aid has taken the form of the NATO aircrew training programme in Canada, a contribution to the cost of NATO common budgets, and the provision of end-item aid to help meet the equipment deficiencies of the European member countries. When the Canadian programme was inaugurated, there existed in NATO grave and widespread deficiencies of equipment. Since then, with the assistance received from Canada and the United States and with the continued progress towards economic recovery in Europe, these countries generally find themselves in a position to meet a larger part of those equipment deficiencies which remain.

### 5. Non-Military Aspects

Two NATO conferences for radio officials from member countries afforded opportunities for a useful exchange of technical information. In addition, the NATO Council's Committee on Information and Cultural Relations made further progress in developing modest but practical projects designed to increase mutual co-operation and understanding among members of the Atlantic community.

## IV

### THE COMMONWEALTH

Consultation among the Commonwealth nations on questions of common interest has continued to be close and frequent. As usual, discussions have been carried on chiefly through the resident high commissioners in the various capitals. A meeting of Finance Ministers took place in January at Sydney, Australia, and it has been agreed to hold a Prime Ministers' Meeting at London, opening on January 31, 1955. This will provide an opportunity to review international developments since the Prime Ministers' Meeting of June 1953. In the scientific field, a Commonwealth Oceanographic Conference was held at Wormley, England, in October.

Besides these official exchanges of views, a number of visits have taken place which afforded opportunities for informal discussions.

The Prime Minister's visits to the United Kingdom, India, Pakistan, and Ceylon in the early part of the year reflected Canadian interest in the problems and aspirations of these sister nations. During a fortnight in the Asian countries of the Commonwealth he met and talked with government leaders and others, spoke to the people through the press and radio, and gained first-hand insight into the political and economic problems of the region.

The Prime Minister and the Foreign Secretary of the United Kingdom, Sir Winston Churchill and Mr. (now Sir) Anthony Eden, spent three days at Ottawa in June; they attended a meeting of the Cabinet and had informal exchanges of views with Canadian ministers on questions of mutual interest. In October Viscount Swinton, Secretary of State for Commonwealth Relations, travelled across Canada and had talks at Ottawa with the Prime Minister and other members of the Government.

Other prominent Commonwealth visitors to Canada were the Vice-President of India, Dr. Saravapalli Radhakrishnan, and the Prime Minister of Ceylon, Sir John Kotelawala. A visit from the Prime Minister of Pakistan, Mr. Mohammed Ali, had to be postponed until 1955.

The meeting at Ottawa of the Consultative Committee on Co-operative Economic Development in South and Southeast Asia was attended by ministers and senior officials from several Commonwealth countries, including the Australian Minister for External Affairs, Right Hon. R. G. Casey; the Indian Minister of Finance, Hon. C. Deshmukh; the Pakistan Minister of Finance, Hon. Chaudhri Mohammed Ali; the Ceylonese Minister of Finance, Hon. M. D. H. Jayawardene; and the United Kingdom Minister of State, Foreign Office, the Marquess of Reading.

While visits from members of the Royal Family are rather domestic than external affairs, mention might be made here of the Duke of Edinburgh's visit in August to attend the British Empire Games in Vancouver, of the visit, also in August, by the Duchess of Kent and Princess Alexandra, and of the Queen Mother's visit to Ottawa in November.



Developments of special interest in other Commonwealth countries included the adoption by the Pakistan Constituent Assembly of basic principles for a new constitution which would make Pakistan a republic; the retirement of the Prime Minister of South Africa, Dr. Malan, who was succeeded by Mr. J. G. Strydom; the return of the Australian and New Zealand Governments in general elections; the agreement between India and France for the transfer of French possessions in India; and the appointment in Ceylon of the first Ceylonese Governor General, Sir Oliver Goonetilleke.

During the past year the Canadian Government made available \$250,000 worth of dried skim-milk and drugs for flood relief in India, Pakistan, and Nepal (which, though not a Commonwealth country, is within the same geographical area).

## V

### EUROPE AND THE MIDDLE EAST

#### 1. The Association of the Federal Republic of Germany with the West

The outstanding development of the year in Europe was the conclusion in London and Paris of arrangements for an acceptable alternative to the European Defence Community.

For the first half of the year, hopes were held that the European Defence Community would materialize. There had, however, been growing indications of dissatisfaction in France, and after the fall of the Laniel Government on June 13 and the accession to power of Mr. Mendès-France it became apparent that the French Parliament was unlikely to approve the treaty in its existing form. Accordingly, at the suggestion of the French Prime Minister, a meeting of the six signatory states was held in Brussels on August 19 to consider modifications in the treaty designed to make it more acceptable to France. It proved impossible to reach agreement, and on August 30 the French National Assembly rejected the treaty. The EDC states, nevertheless, remained in substantial accord on their principal aims—"to tighten European co-operation to protect Western Europe against the forces threatening it; to avoid any neutralization of Germany; to contribute to the unification of Germany and to her participation in the common defence; to draw up a political and economic formula for Western integration."

The United Kingdom accordingly convened at London on September 28 a conference of nine powers—Belgium, Canada, France, the German Federal Republic, Italy, Luxembourg, the Netherlands, the United Kingdom, and the United States.

A settlement was reached calling for the termination of the occupation régime in the Federal Republic of Germany, which would thus become fully sovereign; for a recasting of the Brussels Treaty of 1948 to include the German Federal Republic and Italy in a new Western European Union, having power to limit and control armaments of the continental members and serving as a focus for European unity and co-operation; and for admission of the German Federal Republic to NATO, the machinery of which would be strengthened to ensure its effective use in the defence of Europe. An agreement on the Saar, reached in separate discussions at Paris between the French Prime Minister and the German Chancellor, is considered by the countries most directly concerned to be an integral part of the settlement.

Agreement on the essential issues involved compromises and commitments by the states most directly concerned. The United Kingdom made an outstanding contribution by initiating the discussions and by promising to maintain forces on the European continent. Equally important were French agreement to German membership in NATO, and the

self-denying ordinance of the German Federal Republic on the manufacture of atomic, biological, and chemical weapons and some heavy armaments.

The Secretary of State for External Affairs represented Canada at the two Nine-Power meetings, as well as at the North Atlantic Council. Canada's participation was based on its membership in the North Atlantic Treaty Organization and on its position as a country with sizable forces stationed in the Federal Republic and a direct stake in Western European defence. The Canadian delegation was active in the effort to find a solution acceptable to the European countries most directly concerned. One of its main aims was to ensure that NATO was maintained and strengthened as the chief organ of Western collective defence, and that provision was made for the new Western European Union to work closely with NATO.

None of the Paris agreements will come into effect until each has been ratified by all its signatories. The Canadian Government intends at the next session of Parliament to seek approval for ratification of the Protocol to the North Atlantic Treaty.<sup>1</sup>

## 2. Western and Northern Europe

Events in this area of particular interest to Canada centred on the efforts of the main Western European governments to bring into being a European Defence Community or alternative arrangements to accomplish the main aims of EDC. An outline of developments following the Brussels meeting is contained in the section on "Association of the Federal Republic of Germany with the West".

Canada followed with interest the discussions of European problems held within the Council of Europe, which, as an association of thirteen European states, is in a sense a Western European parliament. Canadian observers, as in the past, attended sessions of the Consultative Assembly of the Council, which debated many current problems of importance, including European unity and arrangements for associating the German Federal Republic with the West. Through its missions in Scandinavia, Canada also noted with interest discussions at the second annual meeting of the Nordic Council, which this year was chiefly concerned with economic problems and matters connected with common markets, customs regulations, and scientific research.

Important steps were taken by France during the year in the North African Protectorates of Morocco and Tunisia. Subsequent to the formation of a government composed of Tunisians in July, negotiations were begun between France and Tunisia concerning the transfer of internal authority from the French Resident General to the Tunisian Government. In Morocco reforms intended to facilitate political, administrative, and social evolution were announced on September 5.

In economic matters, Canada followed closely, and in some cases played an active part in, developments in the Organization for European Economic Co-operation, of which Canada is an associate member. During the year attention was devoted in the Organization to the desirability of moving towards a freer system of trade and payments as a means of

---

<sup>1</sup>Parliament approved Jan. 26 and 27, 1955.



restoring effective international competition, and in particular to an examination of the steps required to bring about convertibility of currencies. A meeting of an OEEC ministerial group was held in London in July to discuss these problems. Canada participated in all important meetings of the OEEC in Paris and sent an observer to the meeting of the ministerial group in London.

In general, there was an improvement in the economic situation in most of the countries of Western Europe, and an encouraging increase in intra-European trade as well as in trade with the dollar area, including Canada. One particularly interesting development was the measure of agreement reached between the Soviet bloc and the West in the United Nations Economic Commission for Europe on the desirability of taking steps to increase the flow of trade between the Western and Eastern countries of Europe as well as to promote a wider measure of inter-regional trade through the co-operation of ECE with the other United Nations regional economic commissions. Canada was not represented at the meetings of ECE but followed proceedings through its Permanent Representative to the European Office of the United Nations in Geneva.

Developments in the European Coal and Steel Community, the main practical experiment in European economic co-operation, reflected in part the importance attached to the activities of the Community by Canada's main partners. The High Authority of the Community signed an agreement with the United States for a loan of \$100,000,000, which will be used for modernization and development of resources. In addition, agreement was reached for the closer participation of the United Kingdom through a Council of Association which was set up on a consultative basis to resolve problems of mutual interest. Reports submitted by the President of the High Authority disclosed an encouraging measure of progress in the elimination of barriers to trade between the member countries, an increase in exchanges during the first year of operations, and a reduction in imports of coal from outside the Community.

The Prime Minister of France, Mr. Pierre Mendès-France, visited Canada in November.

### 3. Central Europe

The problem of Germany's future, and the issue of a State Treaty for Austria, continued to occupy the attention of the Western governments throughout the year. In an attempt to reach agreement with the Soviet Union on these issues, the Foreign Ministers of the United Kingdom, the United States, and France took the initiative in arranging a meeting of the four Foreign Ministers at Berlin in January. Hopes had been raised by what seemed a more conciliatory attitude on the part of the new Soviet régime, and it was essential for the Western powers to determine whether this change in attitude indicated a desire to reach a settlement of the German and Austrian problems.

Developments at the Berlin Conference made it fairly plain that there had been no real change in Soviet policy on these central issues. The Soviet Union was not prepared to agree to free elections throughout

Germany under international supervision, preliminary to the convocation of an all-German assembly and the formation of an all-German government; nor would it accept the proposal that the all-German government so formed should be left free to decide whether it should or should not withdraw from any EDC engagement previously undertaken by the Government of the German Federal Republic. In these circumstances, it was considered that the draft treaty for a European collective security system proposed by the Soviet Union would inadequately safeguard the security of Western Europe. On the Austrian question the Soviet Foreign Minister declined to modify his view that the State Treaty should provide for Austria's neutrality and the retention of occupation forces until a German peace treaty had been signed—conditions which the Western powers considered inconsistent with independence and more likely to increase than to diminish the possibility of another *Anschluss* with Germany.

The conference therefore failed to reach agreement on fundamental issues, although it did result in arrangements to hold a meeting at Geneva on Korea and Indochina, and to exchange views on disarmament.

Soviet policy for the rest of the year was obviously directed towards creating disunity in the West and blocking plans to associate the German Federal Republic with the Western community. A series of diplomatic notes from the Soviet Government, which began during the Nine-Power meetings, was designed to emphasize the danger to peace from the incorporation of a rearmed Germany in the Western alliance, and to enlist support for the Soviet conception of a European security system. In spite of this campaign, the all-European security conference convoked by the Soviet Union for November 29 was attended only by members of the Soviet bloc.

The Soviet Union, after the Berlin Conference, announced on March 26 the restoration of sovereign rights to the "German Democratic Republic" (East Germany), subject to Soviet rights under the Potsdam agreement of 1945. After studying the implications of this announcement, Canada and the other members of NATO stated that they had "no intention of recognizing the sovereignty of the so-called German Democratic Republic or of treating the German authorities there as a government."

After the Berlin Conference the three Western powers renewed their attempts to obtain Soviet agreement to the withdrawal from Austria of all occupation forces and the conclusion of a treaty, but without result. A proposal of the Austrian Government for the establishment of a five-power committee to consider ways of alleviating Austria's occupation burdens was rejected by the Soviet Union. At the ninth session of the United Nations General Assembly the three Western powers reported on the results of the efforts to implement the Assembly's 1952 resolution calling for agreement on the terms of an Austrian treaty, and the French Prime Minister, pointing out how close the four powers were to such agreement, suggested that the Soviet Union might agree to an evacuation of occupation forces in phases over a two-year period, after the signing of the treaty. At the year's end there was no sign that the Soviet Union was seriously interested in this proposal.

Chancellor Raab of Austria visited Canada early in December.



#### 4. Eastern Europe

No internal political developments took place in the Soviet Union during 1954 as important as the death of Stalin and the execution of Beria in 1953. During the year the Malenkov régime maintained an emphasis on the principle of collective leadership. Elections to the Supreme Soviet were held in March, and the vote was, as usual, almost unanimously in favour of the single slate of candidates which was put forward.

In the economic field, attention has been devoted to improving agricultural production. There were, however, serious droughts this year. The Government continues to show more concern for the needs of consumers than was the case under Stalin, but it has not reduced very greatly its allocation of investment for heavy industry for this purpose.

In the field of foreign affairs, the main Soviet effort has been directed towards the prevention of West German rearmament in Europe and towards the stabilization of the Indochinese situation in Asia. The Soviet Government has continued to make some moves to normalize its relations with other countries. Many of these moves have been purely formal. There has been a slight increase in East-West trade, although the Soviet Union gives no real indication of any intention to depart from its policy of self-sufficiency within the Communist bloc of nations. There have been more visits made this year to the Soviet Union by people from the non-Communist world than in recent years and more visits by Soviet groups to countries outside the Communist bloc.

At the same time, the Soviet Government has sent notes of protest to Pakistan, Turkey, Greece, and the Netherlands about their defence policies and has continued to direct a large part of its propaganda against the United States. Propaganda from the Soviet Union and its satellites continues in undiminished volume, the various "front" organizations are as active as ever, and Communist parties throughout the world have kept their policies strictly in line with those of the Soviet Government.

A series of agreements between the Soviet Union and Communist China was announced on October 11. These agreements involved Soviet withdrawal of armed forces from Port Arthur, termination of Soviet control in certain joint companies, and increased Soviet economic aid to China. The two countries have maintained a common front in world affairs. At about the same time the Soviet Government announced that it was terminating its control in some of the joint companies in Hungary, Bulgaria, and Roumania. Not all such companies were affected, and these countries are required to compensate the Soviet Union.

In general, developments in the Soviet-dominated states of Eastern Europe have followed the pattern established in the Soviet Union itself. There have been some concessions to consumers without any basic changes in agricultural or industrial policies. A few concessions were made to non-Communist nations on relatively minor matters during the year.

Canada appointed an ambassador to the Soviet Union in March, following the appointment of a Soviet ambassador to Canada the previous year. No change has been made in the nature of our diplomatic representation in Poland and Czechoslovakia, but the latter country decided late in the year to replace its chargé d'affaires in Ottawa by a minister.



## 5. Southern Europe

The major event in Southern Europe was the signing of a Balkan alliance treaty by Yugoslavia, Greece and Turkey in August, following the treaty of friendship signed by these nations last year. In addition, the three chiefs of staff are to meet periodically, a Balkan consultative assembly is to be created, and a permanent council of foreign ministers is to meet twice a year.

The agreement on Trieste announced on October 5 at London stabilized conditions in that area of Europe by ending a source of serious disagreement between Yugoslavia and Italy. In a Memorandum of Understanding between the United Kingdom, the United States, Italy, and Yugoslavia, provision was made *inter alia* for (a) the termination of military government in Zones A and B of the territory, (b) the division of the territory approximately along the zonal boundary with slight adjustments, and (c) the protection of minorities.

During the year the Soviet Government made certain moves to normalize relations with Yugoslavia. Some of the Soviet-dominated states have also followed the Soviet lead by restoring or increasing trade, communications, and diplomatic representation. These moves have not made any difference to the basic Yugoslav policy of entering into various arrangements with non-Communist countries for mutual defence.

## 6. The Middle East

During the year there were developments leading to greater stability in the Middle East. Egypt and the United Kingdom concluded an agreement on the Suez Canal base which removed a source of friction between these two countries by providing for the withdrawal of British troops and at the same time affording a means of reactivating the base in times of emergency. In Iran the International Oil Agreement was signed and ratified, laying the groundwork for the restoration of an important source of oil and for the rebuilding of the economy of Iran. These developments have allayed some popular unrest in the Middle East and have enabled the governments concerned to consolidate their position. The current trends encourage a renewal of confidence in the relations between the Arab states and the Western democracies. Also of importance to the security of the area was the Treaty of Collaboration signed between Turkey and Pakistan in April.

Of continuing concern, however, were the stresses and strains in the relations between the Arab states and Israel. Although tension along the lines of demarcation in Palestine seemed to decrease slightly toward the end of the year, the underlying causes of dispute remained and sporadic outbreaks of violence occurred. The United Nations Truce Supervision Organization was strengthened during the year and Canada's interest in its work was heightened by the appointment of Major-General E. L. M. Burns as Chief of Staff.

Canadian diplomatic missions were opened in Egypt, Israel, and Lebanon. This event marked a new trend in Canada's external relations. Until 1954 there were no diplomatic representatives of Canada between the widely separated posts at Ankara and Karachi. The need for Canadian representation in the intervening region has been recognized for

some time, particularly because of the frequency with which Middle Eastern affairs are discussed in the United Nations and because of the importance to the free world of maintaining peace in this strategic area. Owing to administrative difficulties, however, it was not possible until 1954 to open new diplomatic missions in the Middle East.

The Emperor of Ethiopia, His Imperial Majesty Haile Selassie I, accompanied by two members of his family and several members of the Ethiopian cabinet, visited Canada in June.

## VI

### THE AMERICAS

#### 1. The United States

After half a century of study by Canada and the United States, and three decades of negotiation, construction of the St. Lawrence Seaway and Power Project began in 1954.

The arrangements made in 1952, after the International Joint Commission had approved joint development of power in the International Rapids Section by the Ontario Hydro-Electric Power Commission and the New York State Power Authority, were revised in 1954 after the passage by the United States Congress in May of the Wiley-Dondero bill authorizing and directing construction on United States territory of the 27-foot navigation facilities required between Lake Ontario and Massena, New York. Discussions with United States representatives took place during July and August. Under the 1952 arrangements Canada had undertaken to construct or complete (at a total estimated cost of about \$261,000,000) 27-foot facilities in the Welland Canal; in the Canadian section of the St. Lawrence, at Lake St. Francis, Beauharnois, and Lachine; and in the international section, in the Thousand Islands area, at Iroquois, and at Barnhart Island. By agreement reached on August 17, 1954, Canada will be relieved of its obligation to widen channels in the Thousand Islands area and to construct forthwith a 27-foot canal and locks at Barnhart Island, costing about \$2,000,000 and \$70,000,000 respectively. Canada will build all the facilities in the Canadian section mentioned above, and the canal and lock at Iroquois in the international section. The Canadian Government has expressed the hope that the United States will not build duplicate facilities at Iroquois at this time.

The two governments recognized, in the exchange of notes of August 17, 1954, that it was of great importance to both that the seaway be used to the maximum extent, and they therefore agreed to use their best endeavours to avoid placing unreasonable restrictions on the transit of passengers, shipping or trade in the international section of the seaway. They also agreed to consult before the enactment of any new law, or the promulgation of any new regulation, applicable on either side of the international section, which might affect shipping registered in Canada, the United States, or any other country. It was also agreed that either government could request consultation "with respect to any laws or regulations now in force in either country which affect the shipping interests of the other country in the international section".

Construction of the power works began shortly after the United States Supreme Court on June 7 denied to a challenger of the New York State Power Authority's license a petition for a writ of *certiorari*, thus ending litigation in the United States. Canada has begun work preliminary to construction of the new canal and lock at Iroquois. It is expected that both the power and seaway projects will be completed by the end of



1958, thus permitting continuous 27-foot navigation from the Atlantic Ocean to Lake Erie during the navigation season of 1959. Deepening to 27 feet of the connecting channels between Lake Erie and Lake Superior, which at present are 25-foot downbound and 21-foot upbound, will remain to be done to permit deep water navigation from the Atlantic 2,200 miles inland to Fort William and Duluth.

The International Joint Commission, established by the Boundary Waters Treaty of 1909, has dealt with a large number of complex problems arising mainly out of the use of lakes and rivers in the border areas along the boundary between the United States and Canada. The membership of the Canadian Section of the Commission has remained unchanged from 1953, with General A. G. L. McNaughton as Chairman and Mr. George Spence and Mr. L. Dansereau as Commissioners.

The Department continued to advise the Commission on Canadian interests in matters before it, ranging from questions concerning the St. John river basin in the east to the Columbia river basin in the west, and including such diverse problems as preservation of the scenic beauty of Niagara Falls and the reduction of atmospheric pollution in the Windsor-Detroit area.

In addition to the two regular semi-annual meetings, in April at Washington and in October at Ottawa, the Commission held executive sessions at Boston in January and at Niagara Falls in June. A special ground-breaking ceremony marked the commencement of construction of remedial works recommended by the Commission to assist in the preservation and enhancement of the beauty of Niagara Falls and at the same time provide for increased utilization of the power potential of the Falls.

Under the St. John River Reference of 1950 the Commission submitted an interim report to the Governments of Canada and the United States, making recommendations for the further development of the St. John river basin in New Brunswick and Maine.

On May 27 the United States Government submitted a new application to the Commission for the construction of a dam on the Kootenay River, near Libby, Montana. The proposed project, designed to provide storage, power, and flood control, would create a reservoir 100 miles long, the upper 42 miles of which would be in Canadian territory.

This application is the 69th case to be brought before the Commission for study and investigation. Nine of these cases are still under active study, and in addition the Commission is continually engaged in implementing its regulations which have been approved by the Governments of Canada and the United States and ensuring that its orders are observed.

As a result of negotiations which have been conducted intermittently since 1952, the Governments of the United States and Canada concluded a Great Lakes Fisheries Convention on September 10. This agreement provides for the establishment of an International Great Lakes Fisheries Commission whose duties are to advance research in order to determine what measures (if any) are needed to achieve the maximum sustained productivity of stocks of fish in the Great Lakes area. The Commission is also to take measures to abate the populations of the parasitic sea lamprey which have, in recent years, been depleting the stock of lake trout.

On October 29, 1953, the State Department passed on to the Canadian Embassy a request from the Senate Internal Security Sub-Committee for an interview with Mr. Igor Gouzenko. The Committee was apparently under the impression that Mr. Gouzenko had evidence of Soviet espionage in the United States additional to that which he had given the Royal Commission in 1946. The Canadian Government consented to make arrangements for a confidential meeting, under Canadian auspices, at which any person designated by the United States Government could be present. The meeting took place in Canada on January 4; Chief Justice McRuer of the High Court of Ontario presided. The United States Government designated its ambassador, Mr. Douglas Stuart, and Senators William E. Jenner and Patrick A. McCarran. Canadian representatives were provided by the Department of External Affairs, the Royal Canadian Mounted Police, and the Attorney General of Canada. The evidence given by Mr. Gouzenko, which was not in fact materially different from what he had given in 1946, was transmitted to the United States Government on January 25, and tabled in the House of Commons on April 14.

The principal developments during the past year with respect to Canada—United States defence arrangements have been related to the measures adopted by the two governments to provide a comprehensive jointly-operated system for warning of the approach of hostile aircraft and for the control of interceptor aircraft. The system will consist of four main elements, namely: the main control and warning radar installations in the populated part of Canada (the jointly operated Pinetree network) and in the United States, which are now in operation; a warning line north of the settled areas of Canada (the Mid-Canada Line) being built by Canada; a warning line across the most northerly practicable part of North America (the Distant Early Warning Line), construction of which is to be the responsibility of the United States, although Canada will participate in the project; and portions of the complete warning and control system in Canada to be extended to seaward on both flanks of the continent by the United States.

## 2. Latin America

Two new missions, one in Haiti and the other in the Dominican Republic, were opened during the year, the Canadian Ambassador to Cuba being accredited as well to both these countries. There are now eleven Canadian diplomatic missions in Latin America.

Canada sent observers to a number of inter-American meetings of the technical agencies of the Organization of American States and of independent inter-American organizations. The tenth Inter-American Conference of the Organization of American States, held at Caracas, Venezuela, in March, decided that the discussion of major economic problems would be deferred to a special meeting called by the Inter-American Economic and Social Council at Rio de Janeiro in November. Canada accepted an invitation extended by the President of the Council and by the Government of Brazil (as host country) to be represented at the conference by an observer. Mr. S. D. Pierce, Canadian Ambassador to Brazil, represented the Government at the conference, which opened on November 22 at Petropolis and concluded on December 2.

Other inter-American Conferences at which Canada was represented by an observer were the second meeting of the Inter-American Cultural Council in Sao Paulo, and the fourteenth Pan-American Sanitary Conference, in Santiago.

The Canadian diplomatic missions in Latin America have given special attention to economic questions. The Embassy in Brazil, for example, was instrumental in the reduction of commercial arrears to the amount of \$1,600,000. Resident Canadian trade commissioners are members of the staff of these missions and have primary responsibility, under the Department of Trade and Commerce, for the handling of commercial questions.

Activities of Canadian missions included arrangements for participation of Canada in various art exhibitions and film festivals. Examples of these were the one held at Caracas, Venezuela, during the tenth Inter-American Meeting of the Organization of American States, where officials from all parts of Latin America viewed the works of Canadian artists; the one held at Sao Paulo, Brazil, to coincide with the second meeting of the Inter-American Cultural Council; and two film festivals at Montevideo, Uruguay, and Mar del Plata, Argentina.

The Canadian Government sent \$25,000 worth of foodstuffs to Haiti following the disaster caused by hurricane "Hazel", when tens of thousands of persons were left homeless and damages to property and crops were very extensive. An official invitation has been extended to President Magloire of Haiti to visit Canada early in 1955.

An air agreement was signed with Peru on February 18.

The cruiser H.M.C.S. Quebec made official visits to Rio de Janeiro, Brazil, and to La Guayra, Venezuela, in October.



## VII

### EAST ASIA

#### 1. Korea

Korea is still divided, and early unification appears unlikely. The cease-fire established by the Armistice Agreement, however, has been maintained. Canada's military commitment in Korea was cut during the year by about two-thirds; this reduction corresponded with those planned by other Commonwealth participants in the Korean conflict, and by the United States.

The first matter of importance to come up in 1954 was the disposition by the Neutral Nations Repatriation Commission (NNRC) of the 22,000 prisoners of war in its custody who had not elected to be repatriated. Of this number, 21,700 had refused repatriation to the People's Republic of China or to North Korea. According to the United Nations Command's interpretation of the terms of reference of the NNRC, in which Canada concurred, the Commission was obliged to declare their relief from prisoner of war to civilian status on January 23. The Indian Chairman considered that the Commission was not competent to do this, and that the Armistice Agreement would not permit the UNC to free prisoners unilaterally. The UNC would not accept custody of the prisoners on such terms, but accommodated them after they left NNRC control and from January 23 considered them civilians. The NNRC declared its dissolution by majority vote, effective February 21.

India's request that the eighth session of the General Assembly be reconvened before the NNRC was dissolved did not receive the support of a majority of the Commission. The Canadian position was that while the desire of India to report to the General Assembly concerning its responsibilities as Chairman of the NNRC was appreciated, it would be undesirable to convene the session in the circumstances then prevailing.

On February 18 at Berlin the Foreign Ministers of the United States, France, the United Kingdom, and the Soviet Union announced that they had agreed to convene a conference in Geneva to settle peacefully the Korean problem. The conference was to be attended by the four countries above named, the People's Republic of China, North and South Korea, and those countries which had participated in the Korean hostilities and which desired to attend. Of the countries concerned, only South Africa declined an invitation.

The Canadian delegation to the conference, which convened on April 26, was headed by the Secretary of State for External Affairs. It soon became evident that the Communist countries were prepared neither to recognize the legitimacy of the United Nations mission in Korea nor to agree to acceptable proposals for uniting the peninsula in freedom. Their plan called for elections throughout Korea, conducted by an all-Korean commission on which North and South would have equal representation,

and supervised by a Neutral Nations Supervisory Commission composed of equal numbers of Communist and non-Communist nations and divorced from the United Nations. Both commissions would operate only by unanimous agreement, and the all-Korean commission would control the entire election procedure. All foreign troops would withdraw from Korea before the elections. This plan would have given the administration of North Korea, which was guilty of aggression and which controls only a minority of the Korean population, equality with the Government of the Republic of Korea and a veto over any action by the all-Korean commission which it did not approve. It would, moreover, have enabled the Chinese Communist forces to remain on the Korean border, while obliging United Nations forces to withdraw across the sea.

The delegations representing countries which participated in the United Nations action in Korea sought to secure agreement that would lead to the establishment of a unified, free Korea on a basis consistent with two principles: (a) that the United Nations was rightly empowered to take collective action to repel aggression and to extend its good offices to seeking a peaceful settlement in Korea, and (b) that the essential first step toward Korean unification was the holding of free elections, impartially and effectively supervised by an international agency acceptable to the United Nations, for a National Assembly in which representation would be in direct proportion to the population in all parts of Korea.

By June 15 it was clear that agreement could not be reached. The United Nations delegations regretfully informed the Communist side that so long as it rejected the two principles considered by the former to be indispensable, no useful purpose would be served by further meetings at Geneva. They made it clear that the failure of the Geneva Conference did not prejudice the Korean armistice, and reiterated their intention of continuing to support the United Nations objective of a unified, independent, and democratic Korea achieved by peaceful means.

In accordance with a recommendation of the General Assembly, they informed the United Nations on November 11 about the proceedings of the conference. In the Political Committee, they sponsored a resolution which called for the Assembly, *inter alia*, to note the provisions by which the Korean Armistice Agreement remained in effect, to approve the report, to re-affirm United Nations objectives in Korea, to express the hope that progress towards these objectives might be made soon, and to request the Secretary-General to place the Korean item on the provisional agenda for the next session. The Political Committee adopted the resolution by a vote of 50 in favour (including Canada), 5 against (the Soviet bloc), and 4 abstentions, and on December 11 the General Assembly meeting in plenary session took the same action by a similar vote.

The Prime Minister, Mr. St. Laurent, visited the Canadian forces in Korea in March.

## 2. Indochina

While the Geneva Conference was considering the Korean question, separate negotiations were taking place between the interested parties—Cambodia, the Democratic Republic of Vietnam, France, Laos, the People's Republic of China, the State of Vietnam, the Union of Soviet Socialist Republics, the United Kingdom, and the United States—to conclude



cease-fire agreements for the three states of Indochina, where war had been waged for some eight years. The discussions resulted in three agreements on the cessation of hostilities in Vietnam, Laos, and Cambodia respectively, signed on July 21 by representatives of the two opposing sides in each case. On the same day the last plenary session of the Geneva Conference adopted a final declaration formally taking note of the agreements.

Each of the agreements contained a provision establishing a separate international commission with responsibility for the control and supervision of the application of the provisions of the agreement. The parties directly concerned were of course in each case made responsible for the execution of the agreement. Representatives of Canada, India, and Poland were to compose each of the commissions, with the Indian representative acting as chairman in each case. The Canadian Government accepted the invitation to appoint members on these international bodies in the belief that, by assisting in establishing security and stability in Southeast Asia, it would be serving the interests of Canada. Acceptance of membership on these commissions did not mean that Canada was called upon to guarantee or enforce the Indochina cease-fire or undertake any new military or collective security commitments.

Canadian representatives were duly appointed to each of the commissions and a number of political advisers, most of whom were from the Department of External Affairs, were sent to Hanoi, Vientiane, and Phnom Penh to assist the representatives in their work. A much larger number of service officers and men were sent from Canada to serve as military advisers and as members of the various mobile and fixed teams which were to be established in accordance with the provisions of the agreements.

The Vietnam agreement provided for the removal of French and Vietnamese troops from that part of Vietnam north of the 17th parallel, and the removal of Viet Minh troops from South Vietnam. The agreement also contained provisions for the transfer of civil authority, release of prisoners and civilian internees, and restrictions on the introduction into the country of fresh military personnel, and of all kinds of arms, munitions, and war materials.

The agreement for Cambodia set forth the procedure for the withdrawal of foreign armed forces and "foreign military personnel" from the territory of Cambodia. It also contained provisions for the demobilization of the Khmer resistance forces and for their reintegration into the national community, as well as a ban on the introduction of fresh troops, military personnel, armaments, and munitions. The main responsibilities given to the commission were to control the withdrawal of foreign forces, to see that the frontiers were respected, to control the release of prisoners of war and civilian internees, and to supervise the application of a declaration by the Cambodian Government which stated that foreign aid in war material, personnel, or instructors would not be solicited "except for the purpose of the effective defence of the territory". The responsibilities of the commission in Laos were somewhat similar.

Some of the main provisions of each agreement have already been carried out by the parties, whereas others remain to be fulfilled. Some of the provisions have definite time-limits laid down for their execution; others are of a more continuing nature.



In Vietnam, withdrawals and transfer of troops have taken place in accordance with the regroupment plan, but the process will not be complete until May 1955, when the last Franco-Vietnamese forces are to be withdrawn from Haiphong and the last Viet Minh forces from central Vietnam. The prisoner of war and civilian internee exchange was for the most part completed in September 1954. Civilians who wish to move from one zone to the other are entitled to do so under the terms of the cease-fire agreement until the completion of the regroupment of forces; the International Commission has been closely concerned with this process in view of the number of complaints and petitions received. The commission also has the continuing task of supervising the rotation of military personnel and the introduction into Vietnam of replacement military equipment and war material in accordance with the restrictions prescribed in the cease-fire agreement. The International Commission as at present constituted has not been given any responsibilities in connection with the general elections for Vietnam, which, according to the Final Declaration of the Geneva Conference, are to take place in July 1956 under the supervision of an international commission which is also to be composed of representatives of India, Poland and Canada.

In Laos and Cambodia all troop withdrawals have been completed on schedule, as have the releases of prisoners of war and civilian internees. The remaining work of the commission in Cambodia has to do with overseeing the entry of war material, considering petitions and complaints from individuals and from the government, and supervising the implementation of other clauses of the agreements, the most difficult of which is, perhaps, that concerning the reintegration of all citizens into the national community. In particular, the agreement calls for the demobilization on the spot of the Khmer resistance forces, and the commission was given a special responsibility to see that these Cambodians were allowed to enjoy all the rights and freedoms of other citizens without discrimination, including the right to participate freely as electors and candidates in general elections which, according to the constitution, are to be held in 1955.

The remaining task in Laos is somewhat different. One of the outstanding problems has to do with the two northern provinces of Phong Saly and Sam Neua, to which the fighting units of Pathet Lao were moved in accordance with the agreement "pending a political settlement". The manner of re-establishing the authority of the Royal Government in these two provinces is, of course, a problem for the Laotian authorities in Vientiane to work out with representatives of the Pathet Lao. On the other hand, the commission is still endeavouring to carry out investigations of complaints received by both sides about alleged violations of provisions of the cease-fire agreements relating to the northern provinces and to the Pathet Lao.

There is no doubt that the presence of three international commissions in this remote part of the world has contributed to a stabilization of the situation in Laos, Cambodia, and Vietnam. Although infringements were reported frequently in 1954 to the commissions, neither side complained of any violation likely to lead to a resumption of general hostilities.

At the end of the year the Canadian component of the three commissions in Indochina, including the fixed and mobile teams operating under the commissions' jurisdiction, consisted of some 135 service personnel

and 25 civilians. The Canadian Commissioner in Hanoi is Mr. Sherwood Lett. His colleagues in Vientiane and Phnom Penh are Mr. L. Mayrand and Mr. R. Duder, who, together with most of the other civilians, were drawn from the Department of External Affairs. The service personnel represent all three of Canada's armed forces, although the majority come from the Army. These Canadians have been discharging their duties with great energy and ability. The service personnel, who have undertaken tasks of a nature different from those to which they have been accustomed, and who often have to work and live in conditions of real hardship, are carrying out their assignments with a high degree of skill, patience and ingenuity.

### 3. Japan<sup>1</sup>

Relations with Japan were marked by the Canadian Prime Minister's visit to Japan in March, and by the visit of the Prime Minister of Japan, Mr. Yoshida, to Canada in September.

Negotiations for two important bilateral agreements were concluded. An Agreement on Commerce between Canada and Japan, providing for reciprocal most favoured nation treatment of trade between the two countries, was signed on March 31. A motion to approve ratification by Canada passed the House of Commons on May 12 and the Senate on May 25. The instruments of ratification were exchanged at Tokyo on June 7. An Air Transport Services Agreement was initialled at Tokyo on November 24, with the expectation that it would be signed at Ottawa and ratified some time in the new year.

An Agreement regarding the Status of United Nations Forces in Japan was signed on February 19 and came into force on June 11. Its purpose was to legalize and clarify the position of the United Nations forces stationed in Japan in connection with the Korean conflict. To facilitate consultation on matters relating to the interpretation of the agreement, a Joint Board, on which Canada is represented, has been established in Tokyo.

### 4. China and Southeast Asia

The Canadian Government has continued to recognize the National Government of President Chiang K'ai-shek at Taipei, Formosa.

The Chinese Communist authorities released Squadron Leader A. R. MacKenzie, R.C.A.F., at Hong Kong on December 5. Squadron Leader MacKenzie was the only Canadian prisoner of war captured during the Korean hostilities who was believed to be still in China or North Korea and who had not been released in accordance with the provisions of the Korean Armistice Agreement. A number of Canadian citizens were still in China at the end of the year; most of these were Canadians of Chinese ancestry. During the year several Canadian missionaries were evacuated from the mainland through Hong Kong.

One of the principal debates at the General Assembly arose from the reference to the United Nations of the question of eleven United States airmen detained in China. Mr. Pearson, speaking on December 8, strongly supported a resolution introduced by various states with forces

<sup>1</sup>On economic relations with Japan, see also Chapter IX, section 5.

in Korea, which declared that the detention and imprisonment of these airmen was a violation of the Korean Armistice Agreement and requested the Secretary-General of the United Nations to seek their release and that of all other captured personnel of the United Nations Command still detained. On December 10 the resolution was adopted by a vote of 47 in favour, 5 against (Soviet bloc), with 7 abstentions.

Canada's good relations with the countries of Southeast Asia have been maintained. A move was made toward consolidating security in the area with the formation of the Southeast Asia Collective Defence Treaty, signed at Manila on September 8 by the representatives of Australia, France, Pakistan, the Philippines, New Zealand, Thailand, the United Kingdom, and the United States. The treaty binds the parties to take appropriate action in accordance with their constitutional processes in the event of an armed attack on any of the parties in the treaty area, or any country in the treaty area which the parties unanimously designate as being guaranteed. The area with which the treaty is concerned is defined as "the general area of Southeast Asia, including also the entire territories of the Asian parties, and the general area of the Southwest Pacific not including the Pacific area north of 21 degrees 30 minutes north latitude". Membership was limited to the three great Western powers which have direct interests in the area, and countries in or near Southeast Asia which wished to participate.

The Prime Minister visited Indonesia and the Philippines in the course of his world tour and engaged in useful discussions with leaders in both countries.



## VIII

### LEGAL AND CONSULAR AFFAIRS

The Department's legal tasks have been varied. They include advising the Government on questions of international law, authentication of legal documents for use abroad, and transmission of documents to governments of other countries under civil procedure conventions, extradition treaties, and arrangements for the reciprocal enforcement of maintenance orders. The Department registers and publishes agreements concluded by Canada with other countries. During the year, Canada became a party to thirty international agreements.<sup>1</sup>

The Department has also been concerned with Canadian claims against other countries and with claims of other countries against Canada. Assistance has been available for Canadians who have claims against foreign countries for property lost as a result of the Second World War or confiscated under nationalization measures, provided they can show that after exhausting local remedies in the countries concerned they have suffered denial of justice or discrimination. The Department has conducted inquiries abroad on behalf of the War Claims Commission. It has assisted Canadians who have claims arising out of nationalization measures in Yugoslavia, which are dealt with by the Foreign Compensation Commission in London, set up by the United Kingdom—Yugoslavia agreement of 1950 to which Canada became a party. In the settlement of Canadian claims covered by the Treaties of Peace with Italy and Japan, and in the submission of claims for pre-war debts, loss of property, and injury in Germany, the Department has co-operated with the Department of Finance and the Department of the Secretary of State of Canada.

Consular assistance and services are made available by the Department to Canadian citizens in almost all foreign countries. Where the Department has not established a consular or diplomatic post, some of these services are performed by Canadian trade commissioners. Where there is no Canadian representative or where a Canadian post is not geographically convenient to handle the needs of the persons concerned, the United Kingdom diplomatic or consular posts look after Canadian citizens.

The duties of consular officers abroad include the provision of financial assistance on a recoverable basis to Canadian citizens and their dependents who are temporarily in distress, the issuance and renewal of Canadian passports, the granting of diplomatic and courtesy visas, and the provision of information on Canadian laws and regulations. Assistance is given in locating missing persons, representing Canadians in matters of estates, and procuring legal documents. Consular officers often act on behalf of other government departments. In countries where the Department of Citizenship and Immigration is not directly represented, for instance, they may function as visa officers. On occasion they are called upon to assist the Department of Trade and Commerce in the promotion

---

<sup>1</sup>A list of these agreements will be found in Appendix F.

of Canadian trade. In certain countries consular officers are designated to act for the Department of Transport under the terms of the Canada Shipping Act.

The Department in recent years has attempted to reduce restrictions on the travel abroad of Canadian citizens, and arrangements are now in force which enable Canadians to enter a number of European countries for periods of up to two or three months without visas. These countries are: Austria (other than the Soviet Zone), Belgium, Denmark, France (including Algeria and Tunisia), Federal Republic of Germany, Greece, Italy, Liechtenstein, Luxembourg, Monaco, the Netherlands, Norway, Sweden, and Switzerland.

The issuance of travel documents within Canada is performed by the Passport Office, which is a Section of the Consular Division. In 1954, the Passport Office issued 70,973 passports and renewed 10,900. Certificates of identity are also granted to bona fide residents of Canada who are unable to obtain passports or other travel documents from their country of origin. In 1954, 5,620 certificates of identity were issued, while 1,487 were renewed. The fees received by the Passport Office during 1954 amounted to \$401,308.54.

A list of Canadian consular posts abroad will be found in Appendix B, and a complete list of foreign consular agents in Canada in the quarterly publication of the Department entitled *Canadian Representatives Abroad and Representatives of Other Countries in Canada*.

## IX

### ECONOMIC AFFAIRS

By the spring of 1954 the slight decline in economic activity which had taken place in the latter half of 1953, principally in the United States, was halted, and during the balance of the year trade and general economic activity remained at a relatively high level in most parts of the world. The balance of payments position of many countries improved, foreign exchange reserves continued to expand, and some further progress was made in moving toward a freer system of trade and the convertibility of major currencies. Prices of many of the important primary commodities entering international trade remained at generally satisfactory levels although marketing problems associated with surpluses largely accumulated in previous years existed for certain agricultural products. During the year, Canada was represented at a number of major conferences where international economic problems were discussed. Among these, and in addition to those dealt with below, were the Meeting of the Commonwealth Finance Ministers held in Sydney early in the year, meetings of the International Monetary Fund held in Washington in the fall, and continuing discussions in the Organization for European Economic Co-operation, of which both Canada and the United States are associate members.

#### 1. General Agreement on Tariffs and Trade

At Geneva, in November, a review session of the Contracting Parties to the General Agreement on Tariffs and Trade (GATT) was convened to examine the operation of the agreement and to formulate generally acceptable and more permanent rules of trade. During the seven-year period the General Agreement on Tariffs and Trade has been in existence, world tariffs have been reduced and stabilized, most favoured nation treatment has been generalized and extended to GATT members, and a common code of commercial conduct has been formulated with increasing clarity and with increasing acceptance throughout the trading world. Many items of special importance to Canada were dealt with at the review session. The Canadian delegation gave support to proposals designed to carry forward the liberalization of world trade; it opposed the application of unnecessary quantitative restrictions, particularly those of a discriminatory character, and stressed the importance of each member government being willing to submit its trade measures to the scrutiny and to the rules of the Contracting Parties. At the year's end, the exact nature of the review session's impact on GATT remained uncertain. Many divergent approaches remained unsettled; and, in some spheres, reconciliation of national interests with GATT obligations appeared difficult. Nevertheless, it was expected that a revised and reorganized GATT would emerge from the session of the Contracting Parties.



## 2. Canadian—United States Commercial Relations

A large increase in the number of appeals by industry in the United States to the United States Tariff Commission for relief in the form of higher tariffs or import restrictions involved important Canadian trade interests and made necessary representations by Canadian authorities to the United States State Department. Investigations were conducted by the United States Tariff Commission involving such important Canadian exports as lead, zinc, and ground fish fillets, and the applications for higher protection were refused. Import quotas were established on a number of agricultural products, including cheese, oats, barley, and rye, and tariffs or their equivalent were increased on alsike clover seed, flax seed, and linseed oil. Where restrictions have been imposed they have generally been less severe than those originally recommended by the United States Tariff Commission.

Important economic and trade problems of common concern were discussed at the first meeting of the Joint United States—Canada Committee on Trade and Economic Affairs, held at Washington in March. At this meeting, Canada was represented by the Ministers of Trade and Commerce, Agriculture, and Finance, and the Secretary of State for External Affairs, while the United States representatives included the Secretaries of State, the Treasury, Agriculture, and Commerce.

## 3. Canadian—United Kingdom Commercial Relations

During 1954 the United Kingdom enjoyed a further expansion of production and made continued progress in liberalizing its trade with Canada and with other countries. The United Kingdom—Canada Continuing Committee on Trade and Economic Affairs met at London in June and provided an opportunity to discuss a wide range of trade and other economic matters of common interest.

## 4. Assistance to South and Southeast Asia

Canada made available a further contribution of \$25,400,000 for Colombo Plan purposes to provide both capital aid and technical assistance to the countries of South and Southeast Asia. This brought to \$102,000,000 the total of such funds provided by Canada.

During the past year Canada has assisted a number of new projects in India, Pakistan, and Ceylon. These include the provision of hydro-electric and electrical transmission equipment, the provision of locomotive boilers and steam locomotives for the Indian railways, and industrial raw materials in the form of copper and aluminum for domestic development purposes. In addition to the aid already supplied to Pakistan, Canada made available new funds to assist in the construction of the Warsak dam in Northwest Pakistan; a thermal power plant is being provided for another project in East Bengal; another hydro-electric project will be assisted in the Punjab area where electric power is badly needed; a limited amount of assistance in the form of aluminum and copper will also be supplied to Pakistan in the immediate future. Further assistance to Ceylon was granted in the form of diesel locomotives, equipment for both the seaport and the airport at Colombo, and electrical transmission and

other equipment for the agricultural development project in Gal Oya. In addition Canada will assist in financing the local costs at the fisheries harbour (Canada has already made available considerable aid to a pilot fisheries project in Ceylon) and the local costs of rural road construction through the provision of Canadian flour, which will be sold in Ceylon for rupees, thereby creating counterpart funds for development purposes. Negotiations are continuing with the Governments of India, Pakistan, and Ceylon on further projects for Canadian capital aid.

Technical assistance under the Plan is co-ordinated through the Council for Technical Co-operation, which meets regularly at Colombo and on which all member governments are represented. In carrying out the Canadian programme, the Department of External Affairs co-operates with the Department of Trade and Commerce, whose Technical Co-operation Division is in charge of administration. From the Plan's inception in 1950 to December 15, 1954, 55 Canadian experts have been placed in the area and a wide variety of training facilities in Canada has been arranged for over 240 scholars and fellows from a number of countries in the area. During the past year technical assistance in the form of equipment was provided for the Agricultural Faculty of the University of Ceylon, a woodworking shop at the Galle Technical School in Ceylon, and tractor training schools in Pakistan, among others. Additional proposals received during the year are under consideration.

The Consultative Committee on Co-operative Economic Development in South and Southeast Asia met at Ottawa in October, preceded by a preparatory meeting of officials in September. Representatives from all participating countries were in attendance, and Thailand and the Philippines, which had previously sent observers, were admitted, along with Japan, as full members of the Committee. During this conference there was a useful exchange of views concerning the problems of economic development in South and Southeast Asia. At the conclusion a report was issued which recorded the progress made during the past year and also surveyed the formidable tasks that still lay ahead.

## 5. Commercial Relations with Japan

An Agreement on Commerce between Canada and Japan was concluded in 1954. (For details see Chapter VII, section 3.)

In 1953 the GATT Contracting Parties invited Japan to participate in their work, pending the time when it could undertake tariff negotiations as required for formal accession to the General Agreement on Tariffs and Trade. They also opened for signature a declaration under which commercial relations between Japan and signatory countries could temporarily be governed by provisions of the GATT. This declaration was accepted by Canada following the ratification by Japan and Canada of the Agreement on Commerce.

## 6. Other Trade Talks

At the request of the Government of Czechoslovakia under Article XXII of the General Agreement on Tariffs and Trade, discussions took place at Ottawa during May and June between Czechoslovak and Canadian officials. The principal subject was the special valuation procedures



which Canadian customs authorities had been applying to certain imports from Czechoslovakia, in the absence of adequate information to verify values in accordance with the requirements of Canadian law. The talks provided an opportunity to discuss other matters, particularly the settlement of the loan extended to Czechoslovakia under the Export Credit Agreement of 1945. Arrangements were worked out to permit verification of values of goods from Czechoslovakia. With respect to the loan, arrangements were made which, it is expected, will result in the repayment of the capital and interest outstanding.

During the discussions on general trade matters, Canadian officials made it clear that importers in Czechoslovakia are free to purchase those Canadian goods which are not subject to restrictions on security grounds. Similarly, it was recognized that opportunities exist for Canadian importers to purchase a considerable range of goods from Czechoslovakia.

As a result of negotiations in Spain and Portugal by a trade delegation headed by the Deputy Minister of Trade and Commerce, most favoured nation agreements were signed with Spain on May 26 and with Portugal on May 28.

So far as East-West trade controls are concerned, Canada has always favoured free trading in peaceful consumer goods, but, as a measure of national defence in the economic field, exercises control over exports of military equipment and strategic commodities to the Soviet bloc, mainland China, and North Korea. These controls, which affect a very small fraction of Canada's total trade, are co-ordinated with the control systems of Canada's NATO partners and Japan. They were somewhat relaxed on August 16, following a lengthy review of the problem.

## 7. Miscellaneous

Discussions continued throughout the year with Switzerland, South Africa, and Australia, with a view to arranging agreements for the avoidance of double taxation. Similar discussions were opened with Netherlands, Danish and German officials. Double taxation agreements with Ireland in the fields of income tax and succession duties were signed in Ottawa on October 28.

During 1954 the Canadian Government agreed to participate in the International Sugar Agreement drawn up in London late in 1953 and in the International Tin Agreement prepared in March, 1954. These agreements are designed to stabilize production and prices.

An Air Transport Services Agreement with Peru was signed at Lima on February 18, and one with Japan was negotiated. (See Chapter VII, section 3.) Discussions or exchanges of views have taken place during the year concerning Canada's air agreements with Australia, Belgium, Denmark, Mexico, New Zealand, Norway, Sweden, the United Kingdom, and the United States. Correspondence has also been exchanged with the Italian and Swiss Governments looking towards the negotiation of bilateral air agreements between Canada and those two countries.



## X

### INFORMATION AND CULTURAL AFFAIRS

Information activities form an integral part of the work of all Canadian diplomatic and consular posts abroad, although only four posts—London, New York, Paris, and Washington—have information officers who devote full time to this work. While the emphasis and the extent of information work vary from country to country, its principal objectives are to explain and to document Canadian foreign policies, to support and advance Canada's economic and cultural interests abroad, and to satisfy the genuine and increasingly lively interest which the people of other countries are showing in Canada and in Canadian life.

Within Canada the Department makes available current and background information on Canadian foreign policy, on international issues of concern to Canada, and on the work of the Department in general. The Press Office handles current enquiries from members of the press, arranges press conferences held in Ottawa by the Minister, issues and distributes press releases, and is usually in charge of public information arrangements for visits of heads of foreign states and other distinguished visitors. The Information Division deals with requests from the Canadian public for information pertaining to Canada's external relations, produces and distributes to interested organizations and individuals a variety of publications, and, on occasion, assists organizations to obtain speakers on international affairs. During 1954 closer and more effective liaison was established with the Information Division of the North Atlantic Treaty Organization and the wider dissemination in Canada of information relating to NATO was given particular attention. A special distribution list was set up and some 300 libraries, universities, organizations, and individuals are now being supplied with publications issued by the NATO Information Division in Paris as well as those issued by the Department. With the co-operation of provincial Departments of Education, two booklets on the organization and work of NATO were made available to high schools throughout Canada. Information arrangements in conjunction with the celebration of the fifth anniversary of NATO in April, and in connection with the Colombo Plan Consultative Committee meeting held in Ottawa during October, were co-ordinated by the Department.

The Department also continued to co-ordinate Canadian participation in the work of the United Nations Educational, Scientific and Cultural Organization, co-operating with federal and provincial agencies and with Canadian voluntary organizations in providing information requested by UNESCO, and in arranging for Canadian representation on UNESCO technical assistance missions and at seminars and conferences organized by UNESCO. A delegation of ten members represented Canada at the eighth General Conference of UNESCO held in Montevideo during November and December.

A very considerable part of the work of the Department, both abroad and in Ottawa, consists of replying to requests for information on Canada. These range from very simple queries to others involving complex and technical matters. A large proportion comes from teachers and students seeking information for school use. There has been a marked increase in the number of people seeking information on the facilities available to foreign students in Canadian secondary schools and universities. In addition to the large number of requests handled by Canadian representatives abroad, the Department dealt with approximately 22,000 enquiries from abroad and some 3,000 requests from Canadians for information relating to external affairs.

To assist posts in their information work the Department provides a wide range of documentation and services.<sup>1</sup> Seven *Reference Papers*, 20 *Reprints*, 61 *Statements and Speeches*, and 48 *Supplementary Papers* were produced. Twenty illustrated articles were prepared for foreign press use on such diverse subjects as the St. Lawrence Seaway and the Shakespeare Festival at Stratford; these were widely reproduced. Some 15,000 photographs were distributed.

Established journalists, writers, and lecturers are encouraged to visit Canada and during 1954 more than 150 such visitors from 36 countries were given help in arranging itineraries and interviews and in procuring background documentation and illustrations. Of particular interest was the tour of Canada in June by a group of 20 leading journalists from 13 NATO countries, arranged in conjunction with the Information Division of NATO and the Department of National Defence. Since their return, these visitors have given radio talks and illustrated lectures, and series of well-informed articles have appeared in more than 50 newspapers. A number of foreign newspapers and periodicals sought assistance from Canadian posts in the preparation of special editions or supplements devoted to Canada, among them *Le Monde* of Paris, the *Boston Sunday Herald*, and the Mexican periodical *Todo*.

The documentary film has proved a highly effective means of presenting a vivid impression of the Canadian scene to a large public abroad. With the co-operation of the National Film Board, 63 posts are equipped with film libraries, varying in size from 40 to more than 750 films, and carry on an active programme of film distribution. During the first nine months of 1954, 7,000,000 people attended film programmes arranged by Canadian representatives abroad. The use of Canadian films on television increased considerably during the year, particularly in Europe.

Liaison with the International Service of the Canadian Broadcasting Corporation has continued to be the responsibility, within the Department, of the Political Co-ordination Section. This Section has provided the CBC-IS with a regular and continuing supply of background and policy information on current international problems. Increasing quantities of CBC-IS transcriptions were placed by our posts with national and private broadcasting outlets abroad. Specially recorded July 1 and Christmas programmes were very widely used.

The Department also assists the National Gallery, the Exhibition Commission, and other appropriate bodies in arranging exhibitions and displays of a more ambitious nature. In 1954 the Department assisted

<sup>1</sup>A list of the publications of the Department is given in Appendix G.

the National Gallery with arrangements for exhibitions of Canadian paintings in Brazil, Venezuela, Italy, and Pakistan; it co-operated with the Exhibition Commission in arranging exhibitions in Germany, Austria, Brazil, and elsewhere. Missions in Stockholm, The Hague, Paris, Berne, and Madrid assisted with arrangements for the tour of the Seagram collection of paintings of Canadian cities. An exhibition of Eskimo sculpture was arranged in Washington. A new permanent Canadian education exhibit was installed at the International Bureau of Education in Geneva.

Modest gifts of Canadian books were made in 1954 to libraries in a number of countries, including France, Belgium, Germany, and the United Kingdom. Arrangements were completed under which a limited number of major foreign libraries may receive on request copies of Canadian government publications. At the end of the year these arrangements were in effect with 49 libraries in 25 countries.

The Department continued to administer the Canadian Government Overseas Awards, under which 13 fellowships worth \$4,000 and 14 scholarships with a value of \$2,000 each were awarded to Canadians for advanced study in France and the Netherlands. Candidates for these awards are selected by the Royal Society of Canada.



## XI

### ORGANIZATION AND ADMINISTRATION OF THE DEPARTMENT

The senior official directing staff of the Department consists of the Under-Secretary of State for External Affairs (Deputy Minister), the Associate Under-Secretary, and four Assistant Under-Secretaries, one of whom is Legal Adviser. The staff of the Department at home is organized under some seventeen divisions, some concerned with special functions or services, some with particular geographical areas. This organization is outlined in Appendix A.

Canada now maintains fifty-eight diplomatic and consular posts abroad.<sup>1</sup> Of these twenty-eight are embassies, seven high commissioners' offices, nine legations, three permanent delegations, and eleven consulates. During the year, embassies were opened in the Dominican Republic (November 9), Egypt (October 25), Haiti (November 9), and Israel (October 18). A legation was opened in Lebanon on October 19.

Forty-three countries now have diplomatic missions in Canada.<sup>2</sup> Of these, twenty-eight are embassies, six high commissioners' offices, and nine legations. In addition, fourteen countries have consulates in Canada but no diplomatic missions. During 1954 diplomatic missions were opened in Canada by the Dominican Republic, Egypt, and Haiti. The Legation of Israel was raised to the status of an embassy.

Canada's acceptance of membership, along with India and Poland, on the International Supervisory Commissions for Cambodia, Laos, and Vietnam required the assignment of departmental personnel to Phnom Penh in Cambodia, Vientiane in Laos, and Hanoi and Saigon in Vietnam. The responsibility for organizing and manning the Canadian elements of the International Supervisory Commissions is shared with the Department of National Defence. The administrative problems created by the operation in Indochina have been manifold and varied. For example, in order to meet the personnel requirements in Indochina, it has been necessary to reduce the normal strength of some missions abroad and of divisions in Ottawa and to recruit personnel from other government departments and from outside the government service.

As the result of a competition begun in November 1953, and conducted by the Civil Service Commission, nineteen new Foreign Service Officers joined the Department in 1954. Another competition began with a written examination in November 1954 in which 373 candidates participated at centres across Canada and around the world. The number of candidates who took part in last year's examination was 170. During the year, 176 appointments were made to the administrative staff of the Department.

<sup>1</sup>See Appendix B on "Canadian Diplomatic and Consular Representation Abroad".

<sup>2</sup>See Appendix C on "Diplomatic and Consular Representation of Other Countries in Canada".

Following is a comparison of the departmental personnel strength on December 31, 1953, and December 31, 1954:

	1953	1954	Change
Officers (including Heads of Posts):			
Ottawa .....	120	112	- 8
Abroad .....	147	165	+18
Administrative Personnel:			
Ottawa .....	509	515	+ 6
Abroad .....	285	299	+14
Local Employees .....	453	444	- 9
Totals .....	1514	1535	+21

The Department was grieved by the death of Mr. H. Hume Wrong, Under-Secretary of State for External Affairs, who died in Ottawa on January 24, after twenty-seven years of distinguished service both in Ottawa and abroad. Mr. Victor Doré, who had only recently retired after service as Canadian Ambassador to Switzerland and Minister to Austria, having previously held the appointment of Canadian Ambassador to Belgium, died on May 27. The untimely death of Mr. Robert M. Lithgow, Third Secretary with the Canadian Embassy in Rio de Janeiro, occurred on October 20. Mr. J. H. Thurrott, adviser to the Canadian Commissioner on the International Supervisory Commission in Laos, was killed on the day before Christmas in a jeep accident while serving with distinction in a difficult post.

During the year Hon. R. W. Mayhew retired after distinguished service as Ambassador to Japan.

The following properties were purchased: a residence for the Ambassador in Djakarta, Indonesia, a chancery building and a house for staff at the same post; a house for staff in Karachi, Pakistan. New residences were leased in Rio de Janeiro, Colombo, Boston, Geneva, and Madrid, and new chancery accommodation was leased in Montevideo, Tel Aviv, Beirut, Cairo, Pretoria, Ciudad Trujillo, and Port-au-Prince. Furnishing schemes in whole or in part were undertaken in Djakarta, Wellington, Geneva, Berne, Karachi, and Canberra.

## APPENDIX A

### ORGANIZATION OF THE DEPARTMENT AT OTTAWA

Secretary of State for External Affairs

Under-Secretary of State for External Affairs

Associate Under-Secretary of State for External Affairs

Four Assistant Under-Secretaries of State for External Affairs (one of whom is  
Legal Adviser)

Seventeen Divisions (in alphabetical order):

American	Finance
Commonwealth	Historical Research and Reports
Consular	Information
Defence Liaison (1)	Legal
Defence Liaison (2)	Personnel
Economic	Protocol
Establishments and Organization	Supplies and Properties
European	United Nations
Far Eastern	

Political Co-ordination Section

Press Office



## APPENDIX B

### CANADIAN DIPLOMATIC AND CONSULAR REPRESENTATION ABROAD<sup>1</sup>

#### 1. Diplomatic Missions<sup>2</sup>

Country	City	Nature of Post
Argentina	Buenos Aires	Embassy
Australia	Canberra	High Commissioner's Office
Austria	Vienna	Legation
Belgium	Brussels	Embassy
Brazil	Rio de Janeiro	Embassy
Ceylon	Colombo	High Commissioner's Office
Chile	Santiago	Embassy
Colombia	Bogota	Embassy
Cuba	Havana	Embassy
Czechoslovakia	Prague	Legation
Denmark	Copenhagen	Legation
Dominican Republic	Ciudad Trujillo	Embassy
Egypt	Cairo	Embassy
Finland	Helsinki	Legation
France	Paris	Embassy
Germany	Bonn	Embassy <sup>3</sup>
Greece	Athens	Embassy
Haiti	Port-au-Prince	Embassy
India	New Delhi	High Commissioner's Office
Indonesia	Djakarta	Embassy
Ireland	Dublin	Embassy
Israel	Tel Aviv	Embassy
Italy	Rome	Embassy
Japan	Tokyo	Embassy
Lebanon	Beirut	Legation
Mexico	Mexico City	Embassy
Netherlands	The Hague	Embassy
New Zealand	Wellington	High Commissioner's Office
Norway	Oslo	Legation
Pakistan	Karachi	High Commissioner's Office
Peru	Lima	Embassy
Poland	Warsaw	Legation
Portugal	Lisbon	Legation
Spain	Madrid	Embassy
Sweden	Stockholm	Legation
Switzerland	Berne	Embassy
Turkey	Ankara	Embassy
Union of South Africa	Pretoria	High Commissioner's Office

<sup>1</sup>For more information (addresses, staff, etc.) see the quarterly publication of the Department entitled *Canadian Representatives Abroad and Representatives of Other Countries in Canada*.

<sup>2</sup>No posts are maintained in Iceland and Luxembourg, but the Canadian Minister to Norway is also accredited as Minister to Iceland, and the Ambassador to Belgium as Minister to Luxembourg. The Ambassadors to Switzerland and Ireland are also accredited as Ministers to Austria and Portugal respectively, and the Minister to Sweden as Minister to Finland. The Ambassador to Greece is accredited as Ambassador to Israel and the Ambassador to Egypt as Minister to Lebanon. The Ambassador to Cuba is also accredited as Ambassador to the Dominican Republic and to Haiti.

<sup>3</sup>There is also a Military Mission in Berlin.

Union of Soviet Socialist Republics	Moscow	Embassy
United Kingdom	London	High Commissioner's Office
United States of America	Washington	Embassy
Uruguay	Montevideo	Embassy
Venezuela	Caracas	Embassy
Yugoslavia	Belgrade	Embassy

## 2. Permanent Delegations to International Organizations

Organization	City
North Atlantic Council	Paris
Organization for European Economic Co-operation }	
United Nations	New York
United Nations	Geneva

## 3. Consulates

Country	City	Nature of Post
Brazil	Sao Paulo	Consulate
Philippines	Manila	Consulate General
United States of America	Boston	Consulate General
	Chicago	Consulate General
	Detroit	Consulate
	Los Angeles	Consulate General
	New Orleans	Consulate
	New York	Consulate General
	Portland (Maine)	Vice-Consulate
	San Francisco	Consulate General
	Seattle	Consulate General

## APPENDIX C

### DIPLOMATIC AND CONSULAR REPRESENTATION OF OTHER COUNTRIES IN CANADA<sup>1</sup>

#### 1. Diplomatic Missions<sup>2</sup>

Country <sup>3</sup>	Nature of Post
*Argentina	Embassy
Australia	High Commissioner's Office
*Austria	Legation
*Belgium	Embassy
*Brazil	Embassy
*Chile	Embassy
*China	Embassy
*Colombia	Embassy
*Cuba	Embassy
*Czechoslovakia	Legation
*Denmark	Legation
*Dominican Republic	Embassy
Egypt	Embassy
*Finland	Legation
*France	Embassy
*Germany	Embassy
*Greece	Embassy
*Haiti	Embassy
India	High Commissioner's Office
Indonesia	Embassy
Ireland	Embassy
*Israel	Embassy
*Italy	Embassy
*Japan	Embassy
*Mexico	Embassy
*Netherlands	Embassy
New Zealand	High Commissioner's Office
*Norway	Legation
Pakistan	High Commissioner's Office
*Peru	Embassy
*Poland	Legation
*Portugal	Legation
*Spain	Embassy
*Sweden	Legation
*Switzerland	Legation
Turkey	Embassy
Union of South Africa	High Commissioner's Office
Union of Soviet Socialist Republics	Embassy
United Kingdom	High Commissioner's Office
*United States of America	Embassy

<sup>1</sup>For further particulars (addresses, staff, etc.) see the quarterly publications of the Department entitled *Canadian Representatives Abroad and Representatives of Other Countries in Canada and Diplomatic and Consular Representatives in Ottawa*.

<sup>2</sup>Iceland and Luxembourg do not maintain diplomatic missions in Canada, but their Ministers to the United States are accredited also to Canada.

<sup>3</sup>Those countries which are marked with an asterisk also have consulates in Canada. The Office of the High Commissioner for India is in charge of the interests of Nepal; the Legation of Poland of those of Hungary; and the Legation of Switzerland of those of Liechtenstein.



*Uruguay	Embassy
*Venezuela	Embassy
*Yugoslavia	Embassy

## 2. Countries Having Consulates But No Diplomatic Missions<sup>4</sup>

Bolivia	Liberia
Costa Rica	Luxembourg
Ecuador	Monaco
Guatemala	Nicaragua
Honduras	Panama
Iceland	Salvador
Lebanon	Thailand

<sup>4</sup> The Consulate of Lebanon is in charge of Iraqi interests in Canada. For Iceland and Luxembourg see note 2, p. 42.

## **APPENDIX D**

### **INTERGOVERNMENTAL ORGANIZATIONS OF WHICH CANADA IS A MEMBER**

#### **United Nations and Specialized Agencies**

United Nations (including the International Court of Justice)  
Food and Agriculture Organization  
International Bank for Reconstruction and Development  
International Civil Aviation Organization  
International Labour Organization  
International Monetary Fund  
International Telecommunication Union  
Preparatory Committee of the Proposed Intergovernmental Maritime  
Consultative Organization  
United Nations Educational, Scientific and Cultural Organization  
Universal Postal Union  
World Health Organization  
World Meteorological Organization

#### **Commonwealth**

Commonwealth Advisory Aeronautical Research Council  
Commonwealth Agricultural Bureaux  
Commonwealth Air Transport Council  
Commonwealth Economic Committee  
Commonwealth Shipping Committee  
Commonwealth Telecommunications Board  
Imperial War Graves Commission  
South Pacific Air Transport Council

#### **Inter-American**

Commissions on Geography and on Cartography of the Pan-American Insti-  
tute of Geography and History  
Inter-American Conference on Social Security  
Inter-American Radio Office  
Inter-American Statistical Institute  
Postal Union of the Americas and Spain

#### **United Kingdom—Canada**

Continuing Committee on Trade and Economic Affairs

#### **United States—Canada**

International Boundary Commission  
International Joint Commission  
International Pacific Halibut Commission  
International Pacific Salmon Fisheries Commission  
Joint Committee on Trade and Economic Affairs  
Joint Industrial Mobilization Committee  
Permanent Joint Board on Defence  
St. Lawrence River Joint Board of Engineers

**Other Organizations**

Central Bureau, International 1/1,000,000 Map of the World  
Commission on International Commodity Trade  
Consultative Committee on Co-operative Economic Development in South  
and Southeast Asia  
Council for Technical Co-operation in South and Southeast Asia  
General Agreement on Tariffs and Trade  
Inter-Allied Reparations Agency  
Intergovernmental Committee for European Migration  
International Bureau of Weights and Measures  
International Committee of Military Medicine and Pharmacy  
International Cotton Advisory Committee  
International Hydrographic Bureau  
International Institute of Refrigeration  
International Northwest Atlantic Fisheries Commission  
International North Pacific Fisheries Commission  
International Rubber Study Group  
International Sugar Council  
International Tin Study Group  
International Union for the Protection of Industrial Property  
International Union for the Protection of Rights of Authors over their  
Literary and Artistic Works  
International Union for the Publication of Customs Tariffs  
International Whaling Commission  
International Wheat Council  
International Wool Study Group  
North Atlantic Treaty Organization  
Organization for European Economic Co-operation (as an associate member  
only)



## APPENDIX E

### INTERNATIONAL CONFERENCES HELD IN 1954 AT WHICH CANADA WAS OFFICIALLY REPRESENTED

- Commonwealth Finance Ministers' Meeting, Sydney, Australia, January 6.
- World Health Organization Executive Board: Geneva, 13th session, January 12; 14th session, May 27.
- General Agreement on Tariffs and Trade: Ad Hoc Committee on Agenda and Intersessional Business, Geneva, February 18; Intersessional Committee of Contracting Parties, July 26; Meeting of Contracting Parties, 9th session, October 28.
- International Labour Organization Governing Body, Geneva, 124th session, February 27; 125th session, May 24; 126th session, June 25; Rome, 127th session, November 8.
- United Nations Children's Fund Executive Board, New York, March 15; September 13; December 14.
- Canada—United States Joint Committee on Trade and Economic Affairs, Washington, March 16.
- United Nations Disarmament Commission, New York, April 9; July 20.
- United Nations Disarmament Commission Sub-committee, New York, April 23; London, May 13.
- North Atlantic Council (Ministerial Meeting), Paris, April 23; October 22; December 17.
- Intergovernmental Committee for European Migration, Geneva, 7th session, April 26; 8th session, November 30.
- International Conference on Pollution of the Sea by Oil, London, April 26.
- Conference on Korea and Indochina, Geneva, April 26.
- Administrative Council of the International Telecommunication Union, Geneva, 9th session, May 1.
- International Sugar Council, London, May 3.
- World Health Assembly, Geneva, 7th session, May 4.
- International Civil Aviation Organization Assembly, Montreal, 8th session, June 1.
- International Labour Conference, Geneva, 37th session, June 2.
- United Nations Permanent Central Opium Board and Narcotic Drugs Supervisory Body, Geneva, June 14.
- International Wheat Council, London, June 16; October 12.
- Canada-United Kingdom Continuing Committee on Trade and Economic Affairs, London, June 21.
- South Pacific Air Transport Council, Melbourne, 8th meeting, June 29.
- Collective Measures Committee, New York, July 16.
- International Whaling Commission, Tokyo, 6th annual meeting, July 19.
- World Conference on Energy, Rio de Janeiro, July 25.
- Tenth World Poultry Congress, Edinburgh, August 13.
- Executive Committee of the World Meteorological Organization, 5th session, Geneva, August 25.
- United Nations World Population Conference, Rome, August 31.
- Conference of Commonwealth Auditors-General, London, September 13.
- United Nations General Assembly, New York, 9th session, September 21.
- Council of the Food and Agriculture Organization, Rome, 20th session, September 27.

Nine-power Conference, London, September 28; Paris, October 21.

Consultative Committee on Co-operative Economic Development in South and Southeast Asia: Preparatory Meeting of Officials, Ottawa, September 20; Committee Meeting, October 3.

Commonwealth Oceanographic Conference, Wormley, England, October 18.

General Conference of the United Nations Educational, Scientific and Cultural Organization, Montevideo, 8th session, November 12.

North Atlantic Treaty Organization Military Committee, Washington, November 22; Paris, December 13.

Advisory Committee to the High Commissioner for Refugees, Geneva, 5th session, December 6.

Fourth World Forestry Conference, Dehra Dun, India, December 11.

## APPENDIX F

### INTERNATIONAL AGREEMENTS CONCLUDED BY CANADA DURING 1954

#### 1. Multilateral Agreements

*Agreement* between the Governments of the United Kingdom of Great Britain and Northern Ireland, Canada, Australia, New Zealand, the Union of South Africa, India, and Pakistan, and the Government of Iraq, regarding war cemeteries, graves, and memorials of the British Commonwealth in Iraq resulting from the War of 1939-1945. Signed at Bagdad, February 18.

*Agreement* regarding the status of the United Nations forces in Japan. Signed at Tokyo, February 19. Instrument of acceptance deposited June 1.

*Protocol* for the provisional implementation of the agreement regarding the status of the United Nations forces in Japan. Signed at Tokyo, February 19.

*Protocol* on claims arising from joint acts or omissions of the United States armed forces and the United Nations forces in Japan. Signed at Tokyo, February 19.

*Agreement* between the Government of the Kingdom of Denmark and the Governments of the United Kingdom of Great Britain and Northern Ireland, Canada, Australia, New Zealand, the Union of South Africa, India, and Pakistan, regarding the war graves and memorials of the British Commonwealth in Danish territory. Signed at Copenhagen, February 22.

*Agreement* on North Atlantic Ocean stations. Signed at Paris, February 25. Instrument of acceptance deposited July 13.

*Constitution* of the Intergovernmental Committee for European Migration, adopted at Venice, October 19, 1953. Instrument of acceptance deposited March 29.

*International Convention* for the prevention of pollution of the sea by oil. Signed at London, May 12.

*Convention* on damage caused by foreign aircraft to third parties on the surface, done at Rome, October 7, 1952. Signed at Rome, May 26.

*Protocol* relating to certain amendments to the Convention on International Civil Aviation. Done at Montreal, June 14. Instrument of ratification deposited November 4.

*Declaration* regulating the commercial relation between certain contracting parties to the General Agreement on Tariffs and Trade and Japan, done at Geneva, October 24, 1953. Instrument of acceptance deposited June 16.

*International Tin Agreement*, done at London, March 1. Signed at London, June 28. Instrument of ratification deposited September 13.

*International Sugar Agreement*, done at London, October 1, 1953. Instrument of acceptance deposited June 29.

*Protocol* to the North Atlantic Treaty on the accession of the Federal Republic of Germany. Signed at Paris, October 23.

#### 2. Bilateral Agreements

##### Ceylon

*Exchange of Notes* supplementary to the Exchange of Notes of July 11, 1952, for the co-operative economic development of Ceylon. Signed at Colombo, June 29 and July 1.



## Ireland

*Agreement* for the avoidance of double taxation and the prevention of fiscal evasion with respect to duties on the estates of deceased persons. Signed at Ottawa, October 28.

*Agreement* for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income. Signed at Ottawa, October 28.

## Japan

*Agreement* on commerce. Signed at Ottawa, March 31.

## Pakistan

*Exchange of Notes* concerning the implementation of the Warsak Project under the Canadian programme of Colombo Plan aid to Pakistan. Signed at Karachi, November 11.

## Peru

*Agreement* for air services between and beyond the respective territories of the two countries. Signed at Lima, February 18.

## Portugal

*Trade Agreement*. Signed at Lisbon, May 28.

## Spain

*Trade Agreement*. Signed at Madrid, May 26.

## Union of South Africa

*Exchange of Notes* regarding the temporary suspension of the margin of preference on wool. Signed at Cape Town, January 15 and March 5.

*Exchange of Notes* regarding the temporary suspension of the margin of preference on unmanufactured logs. Signed at Ottawa, February 26 and March 12.

*Exchange of Notes* regarding the temporary suspension of the margin of preference on unmanufactured logs. Signed at Ottawa, December 21 and 28.

## United States of America

*Exchange of Notes* concerning the construction and operation of a Loran station at Cape Christian, Baffin Island. Signed at Ottawa, May 1 and 3.

*Exchange of Notes* for the continuation of the arrangement established in the Exchange of Notes of June 8 and 22, 1950, concerning the establishment of a Pacific Ocean stations programme. Signed at Ottawa, June 4 and 28.

*Exchange of Notes* modifying the Exchange of Notes of June 30, 1952, concerning the construction of the St. Lawrence seaway. Signed at Ottawa, August 17.

*Convention* on Great Lakes fisheries. Signed at Washington, September 10.

*Exchange of Notes* concerning the payment for expenditures on construction of remedial works at Niagara Falls. Signed at Ottawa, September 13.

## APPENDIX G

### PUBLICATIONS OF THE DEPARTMENT

#### 1. Printed Publications

The following publications are issued in English and French and are obtainable from the Queen's Printer, Ottawa.

*Report of the Department of External Affairs.* Report to Parliament covering the work of the Department during each calendar year. Price: Canada and the United States, 25 cents; other countries, 30 cents.

*Canada Treaty Series.* Texts of treaties, conventions, and agreements concluded between Canada and other countries. Price: Canada and the United States, 25 cents; other countries, 30 cents.

*Conference Series.* The series includes the annual publication *Canada and the United Nations*, and reports on the proceedings of certain other international conferences in which Canada has participated since 1945. Price: Canada and the United States, 50 cents; other countries, 60 cents.

*Canadian Representatives Abroad and Representatives of Other Countries in Canada.* A quarterly directory of Canadian diplomatic, consular, and trade offices abroad and of diplomatic, consular, and trade offices of other countries in Canada. Price: annual subscription, \$1.00; single copies, Canada and the United States, 25 cents; other countries, 30 cents.

*Diplomatic and Consular Representatives in Ottawa.* Published quarterly. Price: Canada and the United States, 15 cents; other countries, 20 cents.

*External Affairs.* A monthly bulletin containing articles on subjects of current international interest and official statements of Canadian foreign policy. Price: annual subscription, \$1.00; students, 50 cents.

*Canada in Pictures.* A pictorial presentation of Canada for distribution abroad. Published in English, French, Danish, Dutch, German, Italian, Portuguese, Spanish, and Swedish. Price 10 cents.

#### 2. Mimeographed Publications

Except where indicated, these publications are not distributed in Canada. Most are produced also in French. Some are available in German, Italian, and Spanish.

*Canadian Weekly Bulletin.* A summary of news and developments.

*Fact Sheets.* Concise factual information on Canadian geography, history, natural resources, etc.

*Reference Papers.*<sup>1</sup> Background information on various aspects of Canadian affairs.

*Reprints.* Articles on Canada and Canadian affairs reprinted from a variety of sources, chiefly from Canadian periodicals.

*Statements and Speeches.*<sup>1</sup> Full texts of important official speeches on external or domestic affairs.

*Supplementary Papers.*<sup>1</sup> Full texts of statements, mainly on specialized subjects, supplementing the Statements and Speeches series.

<sup>1</sup>Items which deal with international affairs are distributed in Canada. They are free of charge and may be obtained on a mailing-list basis from the Information Division, Department of External Affairs, Ottawa.







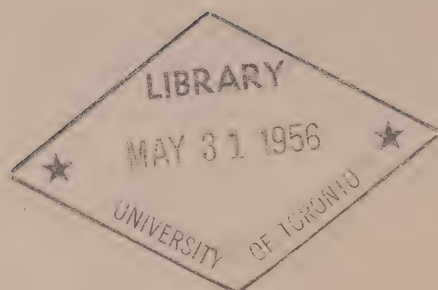
Canada. External Affairs,  
Department of  
Report of the Secretary of  
State for External Affairs,  
1955.



EA

A55

**REPORT of the**  
**Department of**  
**External Affairs**  
**1955**







Canada

**REPORT**  
**of the**  
**DEPARTMENT OF**  
**EXTERNAL AFFAIRS**  
**1955**

**Submitted to Parliament under the Provisions of the  
Department of External Affairs Act**

**Edmond Cloutier, C.M.G., O.A., D.S.P.  
Queen's Printer and Controller of Stationery  
Ottawa, 1956**

***Price: 25 cents***



## FOREWORD

In the Foreword to the annual report of last year I observed that although tranquillity was relative it was unlikely that 1954 would go down in history as an outstanding example of a tranquil year. The same observation is equally applicable for the year 1955, and it may well be that, failing an all-out war, this will be a recurring theme in reports of this nature for some years. The leaders of the Communist world are able and resolute; they command vast resources, both human and material, which they can use ruthlessly, unimpeded by any popular control, to further their political and economic purposes. I have said before and I repeat now that we are in for a long hard pull. We are going to find competitive co-existence a rough and winding road to travel.

The year 1955, however, has left us with several substantial gains. Perhaps the most important of these is the fact that reasonable men have lost any illusions they may have had concerning the ultimate purposes of the Communist world. We should now, for the future, be neither elated by what seem to be amiable overtures nor dismayed by a return to hostile and menacing attitudes. Just as NATO came into existence and has grown strong through our resolve to resist aggression, so I think the NATO countries have emerged from 1955 with strengthened resolution and with a clearer vision of what must lie before them.

The year 1955 also marked the tenth anniversary of the United Nations, and it was fitting that the tenth session of the General Assembly achieved finally an enlargement of its membership so that, with the unfortunate exception of Japan, the United Nations has very largely become representative of the entire world, as it was originally intended to be. We are glad that the delegation of Canada, under the leadership of Hon. Paul Martin, contributed very substantially to this result. Measures were also taken by the tenth General Assembly of the United Nations to create an international body to be concerned with the peaceful uses of atomic energy, with the consequence that the scientific resources of the entire world will be pooled for the development of atomic energy for constructive purposes.

The demands imposed on the Department of External Affairs by Canada's steadily increasing responsibilities in international affairs continue to be heavy. Throughout this last year we have taken an active part in the work of the United Nations and of its agencies, in international conferences, and in the work of NATO. Canada has been elected to a three-year term on the Economic and Social Council of the United Nations and this, of course, considerably increases the work of our delegation in New York. Officers of the Department continue to serve on the three International Commissions in Indochina, where they are performing their duties with skill and devotion, but their absence naturally makes the current work of the Department more difficult. I do not think it realistic to expect that Canada's international responsibilities will become lighter in the future.



This report for 1955 is intended to give to Parliament and to the Canadian people a summary of the Department's activities during this last year, and of the principal problems with which it has been called upon to deal. In submitting it, I join with the Under-Secretary in expressing my deep satisfaction with and appreciation of the manner in which members of the Department have performed their tasks in 1955.

*L B Pearson*

*Secretary of State  
for External Affairs*

Ottawa, February 9, 1956.

Hon. L. B. PEARSON, M.P.,

Secretary of State for External Affairs.

As required by the Department of External Affairs Act, I have the honour to submit to you for presentation to Parliament the forty-sixth annual report of the Department, covering the calendar year 1955.

It gives me pleasure to express my appreciation of the manner in which the members of the staff, at home and abroad, have discharged their duties.

JULES LEGER  
*Under-Secretary of State  
for External Affairs*

OTTAWA, January 19, 1956.

## CONTENTS

	PAGE
FOREWORD .....	iii
LETTER OF TRANSMITTAL .....	v
 CHAPTER	
I. General Survey .....	1
II. The United Nations .....	4
III. The North Atlantic Treaty Organization .....	9
IV. The Commonwealth .....	12
V. Europe and the Middle East .....	14
VI. The Americas .....	20
VII. East Asia .....	24
VIII. Legal and Consular Affairs .....	29
IX. Economic Affairs .....	31
X. Information and Cultural Affairs .....	35
XI. Organization and Administration of the Department .....	39
 APPENDICES:	
A. Organization of the Department at Ottawa (table) .....	41
B. Canadian diplomatic and consular representation abroad .....	42
C. Diplomatic and consular representation of other countries in Canada .....	44
D. International associations and organizations of which Canada is a member .....	46
E. International conferences at which Canada was represented ....	48
F. International agreements to which Canada is a party: develop- ments during 1955 .....	50
G. Publications of the Department .....	54



# REPORT OF THE DEPARTMENT OF EXTERNAL AFFAIRS, 1955

---

## I

### GENERAL SURVEY

1955 was a year of continuing strains and tensions, of hopes and disappointments. It was, nevertheless, the first full year for a long time in which there were no large-scale hostilities. Peace was uneasy in the Far East and the Middle East, but it held.

There were other encouraging events, one of which was undoubtedly the holding of a very successful Conference on the Peaceful Uses of Atomic Energy. The chief international problem of modern times is how to control the use of scientific discoveries so that they may benefit and not destroy mankind. The discussions which took place at this conference in Geneva among scientists from all parts of the world have done much to make clear the possibilities (as well as certain risks) arising from an increasing use of atomic energy for industrial and other peaceful purposes.

There was also evidence during 1955 of the increasing realization by all countries of the disastrous nature of any policies which lead to all-out war, because such war has become a means to mutual annihilation rather than an instrument of victory. The recognition of these brute facts by the great powers at the Summit Conference during the summer was reassuring. It would have been more so had there not been subsequent evidence that the Soviet Union might be looking mistakenly upon this situation as one which permitted it to pursue its policies without fear of retaliation.

In spite of certain promising trends, the defence of freedom remains an essential preoccupation for Canada and the countries with which it is associated. For this purpose the North Atlantic Treaty Organization has continued to be the bulwark upon which Canada chiefly relies. The Canadian Government has continued to support NATO defence activities as well as to encourage the development of peaceful co-operation within the North Atlantic community.

Canada's firm belief in the value of the United Nations as an instrument for strengthening peace and security and improving international relations was demonstrated by continued active participation in the economic, social, and humanitarian work of the Organization and by several initiatives during the tenth session of the General Assembly, particularly in the fields of disarmament, the peaceful uses of atomic energy, and the admission of new members.

Co-operation among the nations of the Commonwealth continued to be a stabilizing influence in world affairs. Supplementing the continuous exchanges of information and opinion which are carried on through normal diplomatic channels, meetings of Prime Ministers are bringing together at frequent intervals in these difficult times those responsible

in each Commonwealth country for the formulation of policy on the highest levels. At a time when the question of "colonialism"—and especially its exploitation by Communism—is a cause of strife and tension, one of the most hopeful factors is the continuing progress of dependent territories to the goal of self-government within the Commonwealth.

There has also continued to be close co-operation with the United States in international policy, in continental defence preparations, and in the construction of the St. Lawrence waterway and power project. The International Joint Commission has made progress towards the solution of several difficult problems arising from the use of boundary waters. The disposal of agricultural surpluses has been a cause of concern during the year, and every effort has been made to ensure that Canadian interests in this field are not overlooked.

In Europe, an encouraging development was the agreement which has resulted in the restoration of full sovereignty to Austria. In spite of the efforts of the Western powers at the two Geneva Conferences, no progress was made on the question of German re-unification, and the continued division of this country remains one of the most important and potentially dangerous issues between East and West. During the year the Soviet leaders adopted a somewhat more accommodating attitude to the West, particularly at the Geneva meeting of heads of government in July. When it came to discussing practical ways and means of translating this attitude into actions, however, the Soviet Government reverted to a more rigid line, at the same time commencing a new diplomatic and economic offensive against the countries of the Middle East and Southeast Asia. There was little sign at the year's end that the Russians wished to revert to Stalin's violent, blunt, and rigid tactics. There was no sign, however, that their objectives had changed in any way which would justify the lessening of our fears or the relaxation of our defence efforts.

The Middle East has continued to be a centre of anxiety as heretofore. During the latter part of the year, friction between Israel and the Arab states increased. In Asia an uneasy *détente* has been preserved, although not without strain. Canada has continued to make an important contribution to the maintenance of peace in this part of the world by its work on the tripartite International Supervisory Commissions in Vietnam, Laos, and Cambodia.

Improved economic conditions in most parts of the world have been a hopeful and stabilizing factor, and while some inflation is evident here and there, continued expansion of trade should ensure further advances in welfare and prosperity. The operation of the Colombo Plan has continued to be an important contribution to economic progress—and political co-operation—in South and Southeast Asia. Canada has accordingly increased its assistance to the Plan's activities.

Our country was visited during the year by the President of Haiti; the Prime Ministers of Australia, Italy, Pakistan, and Thailand; the External Affairs or Foreign Ministers of Australia, New Zealand, the Union of South Africa, the United States, Belgium, Egypt, Israel, Italy, Norway, and Portugal. Other visitors of cabinet rank came from Australia, Cuba, the Dominican Republic, Germany, Japan, the Netherlands, Spain, the United Kingdom, and the United States. The visits of a large number of senior government officials from various countries combined with these to make the year 1955 one of the most active from the stand-

point of government hospitality. To cope with the continuing increase in the number of distinguished visitors from abroad, the Government established an interdepartmental Government Hospitality Committee under the chairmanship of the Chief of Protocol of the Department of External Affairs. The first major task of this committee was the planning of the visit to Canada in September and October of Her Royal Highness the Princess Royal.

Canadian participation in the work of the International Supervisory Commissions in Indochina has continued to require the use of staff drawn from Ottawa and posts abroad, with a consequent reduction of trained staff available for other purposes. Recruiting for the Department has continued, with a slight increase in total personnel. In most parts of the world Canada now has its own diplomatic posts, with corresponding representation of other countries in Ottawa, and through these and supplementary channels the Canadian Government is kept informed of developments which may concern it in the field of international relations.



## II

### THE UNITED NATIONS<sup>1</sup>

#### 1. General

Again, in the year of its tenth anniversary, the United Nations reflected the lack of general agreement among the great powers, but there were positive achievements in a number of fields. Controversial proposals affecting the administration of certain African territories led to the withdrawal from the General Assembly of France and the Union of South Africa, though a later compromise enabled France to return. The admission of sixteen new members further extended the influence and prestige of the United Nations.

Canada was represented at the General Assembly by a delegation headed by the Minister of National Health and Welfare, Mr. Paul Martin, and at the anniversary meeting in San Francisco by the Secretary of State for External Affairs. It remained an active member of the Disarmament Commission and its Sub-committee; the Collective Measures Committee; the Advisory Committee of the Korean Reconstruction Agency; the Negotiating Committee for Extra-budgetary Funds; and the Population and Narcotic Drugs Commissions of the Economic and Social Council. It was re-elected to the Executive Board of the United Nations Children's Fund and to the Statistical Commission. Mr. J. R. Marshall of the Dominion Bureau of Statistics was elected chairman of the Population Commission.

Not having held a seat in the main councils of the United Nations since 1952, Canada stood for election to the Economic and Social Council and was successful.

Apart from its consideration of the General Assembly's resolution on new members and of the Palestine question, the Security Council was relatively inactive. Major-General E. L. M. Burns has continued his distinguished service as Chief of Staff of the United Nations Truce Supervision Organization, and a number of other Canadians are also serving with this organization in Palestine and with the United Nations group of observers in Kashmir.

In accordance with the provisions of Article 109 of the United Nations Charter (which Canada had sponsored in 1945) the Assembly was required to consider a proposal to call a general conference for the purpose of reviewing the present Charter. It approved a revised draft resolution submitted jointly by Canada, Ecuador, Iraq, Thailand, the United Kingdom, the United States, and Uruguay, which provided that a Charter Review Conference should be held at an appropriate time and set up a committee of all the members of the United Nations to make recommendations to the twelfth session of the Assembly on the question of fixing a time and place for the conference and its organization and procedures.

---

<sup>1</sup> Fuller information is contained in the departmental publication *Canada and the United Nations, 1954-55*.

The Assembly also passed a resolution, the co-sponsors of which included Canada and the United States, establishing a review procedure for decisions of the United Nations Administrative Tribunal. Another of the many legal problems before the Assembly was the question of the draft Convention on Arbitral Procedure, prepared by the International Law Commission. The Assembly postponed to the thirteenth session a decision on a proposal to hold an international conference to negotiate an acceptable convention, and referred the draft convention back to the International Law Commission for revision in the light of the comments of governments expressed during the tenth session.

The General Assembly renewed its examination of the draft International Covenants on Human Rights. Little progress was made, and it will probably be some years before the task is completed. The Canadian delegation supported a resolution, into which a Canadian amendment was incorporated, providing for "advisory services in the field of human rights" in the form of services of experts, fellowships, scholarships, and seminars. The Assembly did not conclude its consideration of a draft Convention on the Nationality of Married Women.

In the cemetery at Tanggok, near Pusan, there are the graves of nearly 2,000 men, including 375 members of the Canadian armed forces, who in the Korea war gave their lives resisting aggression under United Nations command. The tenth General Assembly approved a resolution sponsored by Canada and thirteen other countries directly concerned, providing for the establishment and maintenance of this site as a United Nations memorial cemetery.

During 1955 the achievements of the Specialized Agencies in their respective fields continued to expand, with Canada playing a leading part in many phases of activity. The Governing Body of the International Labour Organization elected Mr. A. H. Brown, Deputy Minister of Labour, as its Chairman for 1955-56. In May the three-year term of the Canadian representative on the Executive Board of the World Health Organization expired. He did not stand for re-election. In October, a delegation led by the Deputy Postmaster-General, Mr. W. H. Turnbull, went to Bogota, Colombia, to attend the seventh Congress of the Postal Union of the Americas and Spain, a regional organization of the Universal Postal Union. The International Civil Aviation Organization admitted the Federal Republic of Germany into its membership and selected Caracas, Venezuela, as the site of its 1956 Assembly.

United Nations technical assistance to under-developed countries, the establishment of an International Finance Corporation, and the proposed establishment of a Special United Nations Fund for Economic Development (SUNFED) are dealt with in Chapter IX.

## 2. New Members

In public statements and at the General Assembly Canada took the initiative on the question of the admission of new members to the United Nations, which had been blocked in the Security Council since 1950. In order to encourage the members of the Security Council to reach agreement among themselves and to take positive action in this matter, Canada and twenty-seven other co-sponsors introduced a resolution in the *Ad Hoc* Committee requesting the Security Council, during the tenth session,

"to consider, in the light of the general opinion in favour of the widest possible membership in the United Nations, the pending applications for membership of all those eighteen countries about which no problem of unification arises". By this formula all candidates except the divided states of Korea and Vietnam were included. The Assembly in plenary meeting approved the resolution by a vote of 52 in favour to 2 against (China and Cuba) with 5 abstentions (Belgium, France, Greece, Israel, and the United States).

The resolution was initially blocked in the Security Council through the vetoing by the Chinese representative of the admission of one of the candidates, Outer Mongolia. Agreement was, however, finally reached on the admission of all except two of the eighteen recommended applicants, Outer Mongolia and Japan; and the new members, Albania, Austria, Bulgaria, Cambodia, Ceylon, Finland, Hungary, Ireland, Italy, Jordan, Laos, Libya, Nepal, Portugal, Roumania, and Spain, took their seats towards the close of the Assembly's tenth session.

### 3. Disarmament

The Sub-committee of the Disarmament Commission, consisting of representatives from Canada, France, the Union of Soviet Socialist Republics, the United Kingdom, and the United States, held meetings in London from February 25 to May 18, and in New York from August 29 to October 7. The Anglo-French plan of June 1954 for a disarmament programme, previously rejected by the Soviet representative on the Sub-committee, had later been accepted as a basis of discussion by the Soviet Government, and was re-affirmed in the Sub-committee by a draft resolution co-sponsored by Canada, France, the United Kingdom, and the United States. The Western powers also tabled various papers supplementing their proposals, including papers on the levels of armed forces of the five great powers (1,000,000 to 1,500,000 men each for China, the Soviet Union, and the United States, and 750,000 each for France and the United Kingdom), and on the time-table for the prohibition of nuclear weapons. On May 10 the Soviet representative tabled comprehensive proposals which embodied the specific proposals of the United Kingdom and France on these two aspects. These Soviet concessions, however, were made conditional upon the settlement of issues (e.g., withdrawal of armed forces from Germany) which did not come within the Sub-committee's terms of reference. Moreover, the Soviet paper did not provide a satisfactory basis for the settlement of the vital question of control, which was one of the conditions attached to the Anglo-French compromise on the time-table for the prohibition of nuclear weapons. The Sub-committee adjourned on May 19 to allow time for its members to consider the new Soviet proposals, and for discussion of some of the political questions raised in these proposals at the Geneva Conference of Heads of Government in July.

During this conference, President Eisenhower put forward his suggestion for aerial inspection of the territories of the United States and the Soviet Union and for the exchange of military blueprints between the two countries. At the same time the United Kingdom Prime Minister, Sir Anthony Eden, suggested a "pilot scheme" for inspection and limitation of armaments in agreed areas, while the French Prime Minister, Mr. Edgar Faure, submitted a plan for budgetary control of military expenditures



and the earmarking of savings resulting from disarmament for economic development. The Soviet disarmament paper tabled by Prime Minister Bulganin repeated essentially the May 10 programme. The four heads of government suggested that the Disarmament Subcommittee be reconvened in New York on August 29 to consider, *inter alia*, the proposals submitted during the Geneva conference.

The New York discussions of the Sub-committee were mainly devoted to an elaboration by the Western powers of their Geneva proposals. At the same time Western delegations sought an elucidation of the Soviet position on the question of control. The Soviet Union persistently refused to clarify its stand on this issue, which is the crux of the disarmament problem. It also refrained from committing itself on any of the Western proposals put forward in Geneva. The Sub-committee was accordingly unable to reach any conclusions, and its report on 1955 discussions, dated October 7, did not contain any recommendations. In the course of the Sub-committee discussions it emerged that there were no effective means of ensuring the prohibition of nuclear weapons and, in particular, the elimination of stockpiles of these weapons. The Western countries came to the conclusion that the most appropriate course which could be followed in these circumstances was for the Sub-committee to resume its discussions in order to devise a disarmament programme consisting of measures which could be effectively controlled (e.g. the reduction of conventional armaments), and in particular to reach agreement on such confidence-building measures as President Eisenhower's plan for aerial inspection and Marshal Bulganin's proposal for establishing control posts at strategic centres. The Sub-committee was also to take account of the proposals put forward in Geneva by Sir Anthony Eden and Mr. Faure. Suggestions to this effect were put forward by the Western powers during the Geneva Conference of Foreign Ministers (October 25-November 16) and ultimately embodied in a resolution sponsored by Canada, France, the United Kingdom, and the United States, which was approved by the General Assembly on December 16 by a vote of 56 in favour and 7 against (including the Soviet bloc). The resolution also suggested that the Sub-committee take into account the proposal of the Government of India concerning the suspension of experimental explosions of nuclear weapons and an "armaments truce".

#### 4. Atomic Energy and Radiation

As a consequence of a resolution adopted at the ninth General Assembly, the Conference on the Peaceful Uses of Atomic Energy was held in Geneva in August. Canada sent a delegation of twenty-six, including representatives from government atomic agencies, the universities, and industry. Thirteen Canadian scientific papers were presented. The conference was most successful and was universally acclaimed. It provided the first opportunity for scientists from all over the world to discuss questions connected with atomic energy, and helped to make people aware of the complex problems which must be solved before atomic energy can be economically exploited. Because of the widespread satisfaction with the results of the conference, the tenth General Assembly passed a resolution providing for another conference in two or three years' time.

Canada has been an active participant in the negotiations leading to the establishment of an International Atomic Energy Agency, and was a co-sponsor of the resolution adopted at the tenth General Assembly which noted with satisfaction that substantial progress had been made toward the preparation of a draft statute establishing the Agency and recommended that all possible measures be taken to establish the Agency without delay. The negotiating group has been enlarged and will report to a conference to be called to complete the drafting of the convention setting up the Agency. In the meantime, the Secretary-General is to prepare a study of the relationship between the Agency and the United Nations.

On December 3 the General Assembly adopted unanimously a United States resolution, also sponsored by Canada, establishing a scientific committee to study the effects of atomic radiation. The committee is composed of scientists representing the Governments of Argentina, Australia, Belgium, Brazil, Canada, Czechoslovakia, Egypt, France, India, Japan, Mexico, Sweden, the Soviet Union, the United Kingdom, and the United States. The committee is called upon to submit yearly progress reports and to develop by July 1, 1958, or earlier, a summary of the radiological information received from states members of the United Nations and of its Specialized Agencies.

## 5. Financial Contributions

Canada's financial assessment for the United Nations for the year 1955 was, in Canadian funds, \$1,416,434, and for the Specialized Agencies, \$1,232,550. The Assembly approved a gross expenditure budget for the organization in 1956 of \$48,566,350.

Voluntary contributions were made by Canada to the following special funds: United Nations Expanded Programme of Technical Assistance, \$1,500,000; United Nations Children's Fund (UNICEF), \$500,000; United Nations Refugee Fund, \$125,000 for the first year of the four-year programme of the High Commissioner for Refugees (in Europe); United Nations Relief and Works Agency for Palestine Refugees, \$500,000; United Nations Korean Reconstruction Agency, \$500,000.

### III

## THE NORTH ATLANTIC TREATY ORGANIZATION

### 1. The North Atlantic Council

The North Atlantic Council continued in permanent session at Paris under the chairmanship of the Secretary-General, Lord Ismay. Mr. L. D. Wilgress remained the Permanent Representative of Canada to the Council in 1955.

Four ministerial meetings of the North Atlantic Council were held in Paris during the year. In May the foreign ministers met to welcome the Federal Republic of Germany into NATO and to review international political problems of common concern to the Atlantic community. On July 16 and October 25 meetings were arranged to provide an opportunity for the foreign ministers of France, the United Kingdom, and the United States to exchange views with their colleagues on the eve of meetings at Geneva of heads of government and foreign ministers of France, the Union of Soviet Socialist Republics, the United Kingdom and the United States. Moreover, during the negotiations at Geneva, the governments of all the allied NATO countries not participating in the conference were kept informed and consulted as the situation developed, through the permanent representatives to the Council. These discussions constituted a most significant proof of the solidarity of the alliance and showed the great value of the Council as a forum for political consultation on matters of common interest.

On December 15, 16, and 17 foreign, defence, and finance ministers met for their annual stock-taking session, at which they completed the 1955 annual review of member countries' defence programmes and consulted together on the current international situation.

Besides dealing with such questions as expenditure of funds on commonly-financed military installations, civil defence problems, and the wide variety of other matters involved in the day-to-day co-operation between the members of NATO, the Council, with the assistance of its subordinate committees and of the International Staff, devoted considerable attention to some of the longer-term problems facing the community in the political and economic fields.

### 2. Germany and Western Defence

The ratification by all NATO member parliaments of the Paris agreements, prior to the May ministerial meeting, marked the culmination of the steps taken to broaden and strengthen the basis of the NATO association in accordance with the terms of the settlement arrived at by the 1954 London Nine-Power Conference, which was ratified by the NATO Council in October 1954.



With its sovereignty fully restored, the Federal Republic of Germany has now started to take steps to make a significant contribution to the defensive forces of the alliance.

### 3. Military Developments

The basis for defence planning and preparations by the NATO military authorities remained throughout the year the report of the Military Committee which was approved by the Council in December 1954. In the face of an undiminished military threat to the security of its members, the Council maintained its resolution to build for peace on solid foundations of unity and strength.

Canada continued in 1955 to support NATO with contributions of armed forces to the major NATO commands. The First Canadian Infantry Brigade, which was stationed in the Soest area of Germany, has been replaced on completion of its two-year tour of duty by the Second Canadian Infantry Brigade. The Canadian air contribution of twelve jet fighter squadrons to Allied Command Europe remained unchanged. The Royal Canadian Navy had 43 ships earmarked for Allied Command Atlantic, to be used in the defence of the Canada—United States area and for the protection of convoys.

From October 10 to 12, a conference of NATO defence ministers was held in Paris to discuss with the military authorities the current military problems of and requirements for the alliance. Mr. Campney represented Canada at this meeting.

### 4. Mutual Aid

The Canadian Mutual Aid Programme continued in 1955 to provide assistance in the form of military equipment, aircrew training, contributions to NATO common infra-structure, and contributions to the costs of NATO budgets. In view of the greater ability of the European NATO countries to provide for the most urgent requirements of European defence, and in the light of the growing requirements for the air defence of North America, the size of the Mutual Aid Programme was smaller in the fiscal year 1955-56 than in the previous fiscal year. The total appropriation for this purpose in 1955-56 was \$175,000,000.

### 5. Non-military Activities

An important new development for NATO took place in July 1955, when for the first time representative parliamentarians from all fifteen NATO countries met together in Paris to discuss the activities of the Organization and the role that might be played by members of parliaments in furthering its work. The initiative in calling this meeting was taken by parliamentarians themselves, and in particular by members of the Canadian NATO Parliamentary Association in close collaboration with members of the Foreign Affairs Committee of the Norwegian Parliament. An opportunity was thus provided for about 175 parliamentarians to obtain at first hand an impression of the Organization's activities and to exchange views on the common problems of the community. The meeting unanimously adopted a resolution inviting the speakers of the various parliaments to send delegations to a similar meeting each year.

On June 22 the Permanent Representatives to the North Atlantic Council signed an agreement for co-operation regarding atomic information. The official Canadian acceptance of the agreement was made known on August 26.

On July 16 it was announced that the North Atlantic Council was establishing a programme for NATO fellowships and scholarships. The awards enable scholars from one NATO country to pursue, in other NATO countries, studies which will reveal the common heritage and historical experience of the North Atlantic nations, and will give insight into the present needs and prospects of future development of the North Atlantic area considered as a community. The preliminary selection of Canadian candidates is made by the Royal Society of Canada for submission to the Selection Committee at NATO headquarters. The establishment of these awards is one of a series of measures designed to further the objectives of Article 2 of the North Atlantic Treaty.

## IV

### THE COMMONWEALTH

Constant consultation among members, the basis of Commonwealth relations, was maintained throughout the year. In January and February a meeting of Commonwealth Prime Ministers took place in London under the chairmanship of Sir Winston Churchill. The Prime Ministers met during the crisis over Formosa and discussion of Formosan and other Far Eastern affairs, including the recognition of Communist China, took up almost half the plenary sessions. The Prime Ministers also accepted and recognized Pakistan's continuing membership in the Commonwealth after it becomes a republic.

In April and May, Mr. C. D. Howe, Minister of Trade and Commerce and of Defence Production, accompanied by Mr. W. F. Bull, Deputy Minister of Trade and Commerce, carried out a good-will tour of Australia and New Zealand. In October and November, Mr. L. B. Pearson, Secretary of State for External Affairs, paid visits to Malaya, India, and Pakistan at the conclusion of the Colombo Plan Conference in Singapore.

As in previous years Ottawa welcomed many prominent Commonwealth statesmen. The Prime Minister and the Ministers of External Affairs and of Air and Civil Aviation of Australia, the Minister of External Affairs of New Zealand, the Minister of Finance and External Affairs of the Union of South Africa, the Parliamentary Under-Secretary of State for Commonwealth Relations and the Permanent Under-Secretary of State for Commonwealth Relations came to Ottawa to discuss problems of common interest with Canadian government leaders and officials.

The High Commissioner for Canada in the Union of South Africa paid official visits to the Gold Coast and to Nigeria in August, during which he had an opportunity to observe the progress towards complete self-government which is being made in these countries. This progress is part of the process of "creative abdication" which marks United Kingdom policy toward its non-self-governing territories.

Canada's first official link with the Federation of Rhodesia and Nyasaland was established in 1955 when the Department of Trade and Commerce opened a Trade Commissioner's Office at Salisbury, Southern Rhodesia.

Severe flooding occurred in several sections of India and Pakistan in October and to assist the flood victims Canada contributed \$50,000 in relief supplies to each country. Emergency assistance in the form of flour was also given to the victims of Hurricane "Janet" in the British West Indies.

At the tenth session of the United Nations General Assembly the Union of South Africa withdrew its delegation and its Permanent Representative when the United Nations decided to keep South Africa's racial policies under surveillance and to continue to press South Africa to accept



a trusteeship agreement for South West Africa. Canada opposed the resolution to keep the racial policies of the Union under surveillance, as it seemed unlikely to serve any effective purpose.

Four members of the Commonwealth—Australia, New Zealand, South Africa, and the United Kingdom—completed arrangements during the year for a combined trans-Antarctic expedition which is scheduled to take place between November 1957 and February 1958.

The troubled international situation continued to have its effect on the foreign and defence policies of Commonwealth members. Australia and New Zealand withdrew their armed forces from the Middle East when the United Kingdom retired from the Suez Canal Zone, and redeployed them in Southeast Asia, principally in Malaya. The United Kingdom, in a historic departure from previous policy, decided to base army and air force units in Europe in peace-time. Ceylon, India, and Pakistan, together with Indonesia and Burma, sponsored the first Asian-African Conference at Bandung in March, and the United Kingdom and Pakistan joined with Iran, Iraq, and Turkey in setting up a collective security system in the Middle East.

It was announced at the end of the year that the Commonwealth Prime Ministers would meet in London in June 1956, and that the Prime Minister and Foreign Secretary of the United Kingdom would visit Ottawa in February.

## V

# EUROPE AND THE MIDDLE EAST

## 1. Four-Power Talks

1955 was the year of the great summer thaw. The Four Powers<sup>1</sup> held two top-level meetings at Geneva. Although they discussed the more general question of disarmament, they were primarily concerned with outstanding European problems between East and West, and above all with Germany. They failed, in the Foreign Ministers' Meeting, to translate the general *détente* achieved at the Summit Meeting into any concrete agreements. There remained of the "spirit of Geneva", however, the implied assumption on both sides that a nuclear war was unthinkable because it would mean universal destruction.

Over the year, there has been a small net gain in confidence, though there was no evidence of a basic reconciliation. Indeed, as the year ended, increasing tension in the Middle East, following the Egyptian agreement for the purchase of Soviet arms from Czechoslovakia, indicated that although Europe might have reached a rough equilibrium, the Soviet Union would continue to probe for new openings and weaknesses in other parts of the free world.

## 2. Germany and European Security

The key to such stability as was achieved during the year in Europe itself was the link forged between Germany and the West. In spite of the violent opposition of the Soviet bloc of countries during the first months of the year, the Paris agreements were ratified and in May the German Federal Republic became the fifteenth member of the North Atlantic Treaty Organization, with the right to rearm within the agreed and controlled limits fixed in the Paris agreements to ensure the defensive character of German rearmament.

Although the Soviet Union had asserted that Germany's inclusion in NATO would mean closing the door to a negotiated settlement, it accepted the invitation issued by the three Western powers, shortly after Germany's accession to NATO, to attend a conference of heads of government. As described in a subsequent section, the Soviet Government made other gestures to set the stage for lowering tensions at the Summit Conference, and encouraging the eventual neutralization of Germany. Nothing less, they made it clear, would persuade them to consider the unification of Germany through free elections. At both Geneva conferences they rejected Western proposals to guarantee European security in return for their consenting to give a freely reunified Germany a free choice of its future alliances: one-third of Germany, they affirmed, was better than none; the "achievements" of their communist third must not be exposed to the hazards of free elections.

---

<sup>1</sup> France, the Soviet Union, the United Kingdom, and the United States.

A great deal of thought and much consultation among NATO allies went into the preparations for both conferences. At all stages before and after the conferences Canada was kept fully informed by the Western participants, both through diplomatic channels and through the NATO Council. Real meaning was given to the role of the NATO Council as a forum for political consultation among the allies, all of whom would have been affected, collectively and individually, had agreement been reached on German reunification and European security.

For the Germans, settling in to their new association with the West, there were naturally regrets that the reunification of their country could not be obtained on the terms of their own Government and of the Western powers. But the plain statement of the Soviet position on this question at the Foreign Ministers' Conference left them in no doubt that the only real alternative to the Western alliance was reunification on terms that would not only protect Communism in East Germany but would also pave the way for the subversion of the whole, despite the strong anti-Communist leanings of the vast majority of Germans.

### 3. European Integration

In these circumstances, not only the German Federal Republic but also other countries of Western Europe, notably Belgium, Italy, and the Netherlands, turned with renewed interest towards some means of strengthening the continental nucleus of the Western alliance. After the rejection of the European Defence Community in 1954, interest in European integration had shifted chiefly to the economic field. A new effort to "re-launch Europe" began in June, 1955, at the Messina conference of the six member countries forming the Coal and Steel Community (Germany, France, Italy, Belgium, the Netherlands, and Luxembourg). By the end of the year, the six were preparing to consider specific proposals for the establishment of a common market (customs union) and of common facilities for atomic research and power development.

Although much of the impetus towards economic integration derived from political objectives, little headway was made towards political integration directly. The Western European Union (the old Brussels Treaty powers, with the addition of Germany) came into existence in May; the reluctance of the United Kingdom to participate in any European organization with supranational tendencies has ensured the establishment of the new organization as an auxiliary within NATO. The Saar plebiscite in October, though it expressed a sentiment more anti-French than anti-WEU, prevented an experiment in Europeanization by rejecting the Statute which would have placed the Saar under the guidance of the Western European Union.

Canada's chief interest was to ensure that if any move was to be made towards European integration, either political or economic, *all* parts of the North Atlantic community should gain in strength and unity. Any tendencies towards the creation of a regional grouping that would increase instead of reduce economic discrimination should be avoided; but if these dangers could be avoided, there might be important political advantages for all NATO powers, particularly in the post-Geneva climate. Canada was able to make its voice heard not only through diplomatic channels



but also through the North Atlantic Council and the Canadian Delegation to the Organization for European Economic Co-operation, of which Canada is an associate member.

#### 4. Western and Northern Europe

In most Western European countries, 1955 was a year of economic expansion and political stability. There were some changes of governments but no significant alteration in the general direction of national policies. In the atmosphere of *détente* which followed the Geneva Conference of Heads of Government the Communist parties of Western Europe, particularly in France and Italy, endeavoured to make hay while the sun was shining.

During the year the Spanish Government showed greater interest in participating more fully in institutions for regional and international co-operation.

In French North Africa important changes occurred which were followed with interest in Canada, not only because North African questions were discussed in the United Nations but also because of Canada's close relations with France. In June the Franco-Tunisian conventions were signed and they came into force in September, transferring to Tunisia a large measure of internal autonomy. For this reason relatively tranquil conditions prevailed in Tunisia, in sharp contrast with the outbreaks of violence in both Algeria and Morocco, where the nationalists demanded a greater degree of independence from France. A degree of harmony was restored in Morocco when the French Government reinstated Ben Youssef as Sultan of Morocco in November. It was also announced that French Morocco would, in due course, become independent, although closely linked with France. At the year's end violence was continuing in Algeria and Morocco.

In Northern Europe, Finland was welcomed in October as the fifth member of the Nordic Council, and further steps were taken towards integration of the policies of the Nordic nations and their institutions, with special emphasis on social and economic projects such as the mutual extension of welfare benefits and the development of common markets.

#### 5. Central Europe

In May the Austrian State Treaty was signed by the Four Powers and Austria. By October, in accordance with the treaty, Austria had become an independent sovereign state, and found itself free of foreign troops for the first time since 1938. The conclusion of the treaty had been made possible by the sudden reversal of the Soviet Union's previous stand that it would not sign the treaty unless Soviet troops were permitted to continue the military occupation of the Soviet Zone of Austria until the conclusion of a peace treaty with Germany. On October 26 the Austrian parliament adopted a constitutional law declaring the perpetual neutrality of Austria, as agreed by the Austrian negotiators of the State Treaty. Austria's new international status has been officially recognized by the Four Powers, by Canada, and by a number of other countries. The Chancellor of Austria, Dr. Raab, has interpreted Austria's neutrality as essentially military, leaving Austria a free hand in the political and economic spheres.

## 6. Eastern Europe and the Soviet Union

In February Mr. G. M. Malenkov resigned as Chairman of the Council of Ministers of the Soviet Union and was replaced by Marshal N. Bulganin. The principle of "collective leadership" was continued; the former Prime Minister maintained his seat in the Party Praesidium and continued to sit in the Council of Ministers as Minister of Electric Power Stations and as Deputy Chairman. The position of Mr. Khrushchev as Party Secretary was not affected by the changes.

The present régime has been active in pursuing two main lines in internal policy. On the economic side it has made efforts to improve efficiency, to increase output, and to raise productivity. It has appointed as its leading administrators men of trained ability, and has endeavoured to reduce bureaucratic inefficiency by extending, under strict Party control, greater autonomy to local levels of administration. The government has increased investment in heavy industries rather than in those producing consumer goods. It has continued its attempts to increase agricultural production, and to open new areas for cultivation. Politically, the government has eased a number of its harsher restrictions. It has reduced the power of the secret police, has extended a slightly greater degree of scientific and intellectual freedom to the people, and has been less arbitrary in enforcing restrictions on foreign travellers and correspondents.

During most of 1955 the Soviet Union seemed to be at some pains to encourage more friendly relations with the West, and to normalize relations with the non-Soviet world. In April it signed, in return for Austrian neutrality, the long-negotiated Austrian Peace Treaty, withdrew its troops from Austria, and returned factories and oil fields. A delegation led by Marshal Bulganin and Mr. Khrushchev visited Belgrade, apologized for the schism with Yugoslavia in 1948, which was blamed by the Soviet leaders on Beria, and concluded an agreement for closer mutual cooperation and trade. On Soviet initiative, diplomatic relations have been established with the Federal Republic of Germany and the Soviet Union has agreed to repatriate nearly 10,000 German prisoners. A Soviet-Finnish Treaty of Friendship has been extended for twenty years, and the Soviet naval base at Porkkala has been returned to Finland. The Soviet Union has announced its intention of reducing its armed forces by 640,000, although no indication of the total number of men under arms has been made public. It has also announced some reductions in terms of conscript service.

There has been an unprecedented number of visitors, official and unofficial, to the Soviet Union. The official visitors include among others the Prime Minister of India, Mr. Nehru; Chancellor Adenauer of the Federal Republic of Germany; President Paasikivi of Finland and the Prime Minister, Mr. Kekkonen; the Prime Minister of Norway, Mr. Gerhardsen; the Prime Minister of Burma, U Nu; and two members of the Canadian Government, the Minister of Fisheries and the Secretary of State for External Affairs. The Soviet Union has sent a number of technical delegations abroad to learn Western techniques. Marshal Bulganin and Mr. Khrushchev have visited India, Burma, and Afghanistan in return for the visits paid the Soviet Union by the representatives of the first two countries.

The Soviet Government continued to exert close control over its Eastern European allies and rejected the proposal that their position be



discussed by the heads of government at Geneva. Concerted efforts were made by leaders of the Soviet bloc to increase economic productivity. The economies of the Soviet bloc countries continued to be closely integrated with that of the Soviet Union, though a greater amount of trade with Western countries was permitted. The Warsaw Pact set up an Eastern European security alliance which will serve as an eastern counterpart, for propaganda and bargaining purposes, to NATO. The Soviet-dominated states of Eastern Europe followed the lead of the Soviet Union in announcing reductions in their armed forces and in periods of service. They also undertook a co-ordinated campaign to induce their nationals and former nationals abroad to return to the homeland in response to amnesties. Government shuffles occurred in Hungary, where Mr. Matyas Rakosi replaced Mr. Imre Nagy as Prime Minister, and in Roumania, where Mr. Gheorghe Gheorghiu-Dej gave up his premiership to Mr. Chivar Stoica and took over the Party Secretariat. These changes were followed by no major purges or radical changes in policy. These countries have received in their capitals a number of parliamentary, economic, and cultural missions from the West, but do not as yet appear to be prepared to permit any really free exchange of people and ideas.

Three major official visits marked Canadian-Soviet relations in 1955. In July the Canadian Minister of Fisheries, Mr. James Sinclair, attended a meeting of the International Whaling Commission in Moscow. While there he held discussions with the Soviet Deputy First Chairman, Mr. A. I. Mikoyan, and the Minister of Fisheries, Mr. A. A. Ishkov. Mr. Sinclair also visited Leningrad and Soviet Pacific coast fisheries installations. Although an accident at Petropavlovsk delayed his schedule by about a month he was then able to continue his journey, returning to Canada by way of Peking and Hong Kong. In late August a Soviet agricultural delegation headed by Mr. V. V. Matskevich, now Minister of Agriculture, arrived to study Canadian agricultural methods. In October the Canadian Minister for External Affairs, Mr. Pearson, visited the Soviet Union at the invitation of its Government. There he had discussions with leading Soviet statesmen, including the Prime Minister, Marshal Bulganin, the Communist Party Secretary, Mr. N. S. Khrushchev, the Foreign Minister, Mr. V. M. Molotov, the Minister of Foreign Trade, Mr. I. G. Kabanov, and the acting Minister for Culture, Mr. S. V. Kaftanov. Besides discussing problems of major international significance, Mr. Pearson explored the possibilities for Soviet-Canadian trade, and for scientific, cultural, and other contacts between the two countries.

## 7. Southern Europe and the Middle East

At a conference of the Balkan Pact powers held in Ankara in February, Greece, Turkey, and Yugoslavia agreed to foster economic and cultural relations within the Balkan Alliance while continuing their co-operation in the military field. Subsequently misunderstandings arose between Greece and Turkey over the Cyprus question, and serious disturbances took place in Turkey in September. It is expected that these differences will be composed and that the co-operation of the Balkan Pact countries will continue.

Important visits to Yugoslavia during the year were those of the Turkish Prime Minister, Mr. Menderes, in May, and of Their Majesties



King Paul and Queen Frederika of Greece in September. The Canadian Minister of National Defence, Mr. Campney, made an official visit to Turkey in October.

In the Middle East important events took place which focused a considerable degree of attention upon that area.

The question of Cyprus continued to cause difficulties. The United Nations General Assembly decided not to consider, at its tenth session, a proposal that the principle of self-determination should be applied to the population of Cyprus. At a conference between the United Kingdom, Greek, and Turkish Governments, held in London from August 29 to September 7, the United Kingdom tabled proposals for the eventual achievement of full internal self-government for the colony. Agreement had not been reached by the time the conference was suspended. The United Kingdom Government, however, has made it known that it hopes to achieve a political settlement of the Cyprus problem.

Relations between Israel and the Arab states were disturbed by serious border clashes. Major-General Burns, the Canadian who is serving as Chief of Staff of the United Nations Truce Supervision Organization, worked assiduously to prevent open warfare and to maintain the armistice. The United States and the United Kingdom offered assistance in finding a solution to the Arab-Israeli dispute.

On February 24, at Baghdad, Turkey and Iraq signed a treaty of mutual co-operation for security and defence. This treaty, which became known as the Baghdad Pact, was strengthened by the later accession of the United Kingdom, Pakistan, and Iran. The inaugural meeting of the Council of the Baghdad Pact was held in Baghdad on November 21 and 22, with a United States liaison representative attending, and dealt with defence and economic matters.

The Foreign Minister of Egypt, Dr. Mahmoud Fawzi, visited Canada in July, and the Foreign Minister of Israel, Mr. Moshe Sharett, did so in November. The Canadian Minister of Labour, Mr. Gregg, visited Israel in July, and in November the Secretary of State for External Affairs visited Egypt on his way back from the Colombo Plan Conference in Singapore.

## VI

### THE AMERICAS

#### 1. The United States

The worldwide concern felt as a result of the heart attack suffered by President Eisenhower in September has emphasized the importance of his personal influence in international affairs. His favourable progress during the latter part of the year was noted with great satisfaction.

Work on the St. Lawrence power and navigation projects was undertaken on a substantial scale, and by the end of the year the form of the seaway and power systems was well developed. Few political questions remained for settlement between the two governments but many administrative problems had to be ironed out.

During November the two governments reached agreement on the relocation of the south span of Roosevelt Bridge, a railway and highway bridge which crosses the main channel of the St. Lawrence River between Cornwall Island, in Canada, and the United States mainland. Relocation of the bridge is necessary to allow headroom for ships entering or leaving the canal south of Barnhart Island (built by the United States). The agreement provides for the relocation of the bridge as a joint undertaking of the St. Lawrence Seaway Authority in Canada and the St. Lawrence Seaway Development Corporation in the United States.

The two governments also accepted, during December, recommendations by the International Joint Commission affecting the related problems of the levels of Lake Ontario and the control of the flow of water down the St. Lawrence River. Lake Ontario is subject to variations in elevation resulting from a number of factors, among which are variable flows of water into the lake and out of the lake through the St. Lawrence. Levels which are too high and levels which are too low can both cause damage to property along the lakeshore. The rock obstructions which create the Long Sault Rapids have, in the past, acted as a natural mechanism to control the flow of water down the St. Lawrence River. With the disappearance of these obstructions during the development of the St. Lawrence projects, it is necessary to substitute some form of man-made controls; the principal control structure will be the Iroquois Control Dam. On the recommendation of the International Joint Commission, the two governments accepted certain basic principles to which any plan for operating the man-made controls must conform. They also accepted the Commission's recommendation that the levels of Lake Ontario should range between 244 feet (navigation season) and 248 feet as nearly as may be. This range of elevations will conform to the same average elevation as in the past, 246 feet, but will reduce the high levels and raise the low levels which have been experienced in the state of nature. Finally, the two governments accepted, for the purpose of planning the excavations in the river for power and navigation purposes, the Commission's recommendation on a plan for operating the control structures.

The year 1955 was an active one for the International Joint Commission. Besides the two semi-annual meetings which were held at Washington and Ottawa in April and October respectively, executive sessions were held at New York in January, at Montreal in March and October, and at Buffalo in May. Public hearings on the levels of Lake Ontario reference were held in Rochester, New York, and Toronto, Ontario, in April; on the Souris River reference in Winnipeg, Manitoba, Minot, North Dakota, and Estevan, Saskatchewan, in September; and on the Creston Reclamation Company application, in Creston, British Columbia, and Bonners Ferry, Idaho, in September.

One of the more important matters under consideration by the International Joint Commission in 1955 was the Columbia River reference. At the semi-annual meeting in April, the chairman of the Canadian Section outlined a Canadian proposal which envisaged the diversion of 15,000,000 acre feet of water annually from the Columbia River into the Fraser River basin with the purpose of regulating the flows of the Thompson and Fraser Rivers in the interest of power development. In addition, the necessity for giving serious consideration to the question of payment to Canada for downstream benefits received as a result of storage which may be provided by this country was raised. The reply of the United States Government to the proposed diversion was made by the chairman of the United States Section at the October meeting. The reply indicated that it was the view of the United States Government that such action by Canada would cause a very serious injury to the United States, and that, as a sovereign state, the United States would not be limited to redress provided for an injured party under Article II of the Boundary Waters Treaty. The chairman of the Canadian Section stated that the legality of the proposed diversion had been given full consideration but because of the importance of this matter to both countries the statement of the chairman of the United States Section of the Commission would be given careful study by the Canadian Section.

In September hearings were held in Manitoba, North Dakota, and Saskatchewan on the Souris reference of 1940, to determine the views of government and municipal officials and private individuals on the requirements of the various areas for water from the Souris River. It is hoped that as soon as the evidence can be properly assessed, it will be possible for the Commission to recommend to the two governments a final apportionment of the waters of the Souris.

Two other matters before the Commission are nearing completion—the Sage Creek reference and the application of the Creston Reclamation Company in the Kootenay and Duck Lake area of British Columbia.

A reference was submitted to the Commission by the United States and Canadian Governments on June 10, requesting an investigation and report on the water resources of the St. Croix River basin. The International St. Croix River Engineering Board, which was appointed by the Commission to assist in the investigation, has made a preliminary survey of the basin, and organization of the necessary studies is now well under way.

Technical studies are being continued in connection with pollution of the air in the Detroit-Windsor area and pollution of boundary waters in the connecting channels of the Great Lakes. The continued pollution of boundary waters by municipalities in both Canada and the United



States gave rise to considerable discussion at the October meeting, and it is apparent that much remains to be done in both countries before the situation can be regarded as acceptable.

The Commission was unable to agree on the terms of a joint recommendation to both governments for the apportionment of the waters of the Waterton and Belly Rivers between the State of Montana and the Province of Alberta. A separate report on the matter has been forwarded to the Canadian Government by the Canadian Commissioners, as provided in the Boundary Waters Treaty of 1909.

In the field of defence relationships between Canada and the United States, rapid progress is being made in the establishment of the jointly-operated system for warning of the approach of hostile aircraft and for the control of interceptor aircraft, including the construction of the Distant Early Warning Line by the United States, and the Mid-Canada Warning Line by Canada.

Our defence arrangements with the United States have been further broadened by the signing of an agreement for co-operation regarding atomic information for mutual defence purposes.

On June 15 an agreement was concluded between the Governments of Canada and the United States to provide for co-operation concerning the civil uses of atomic energy.

## 2. Latin America

The most important development in Latin America was the overthrow of the Peron Government in Argentina, and the beginning of an attempt to reorganize the economic, political, and social affairs of the nation. General Eduardo Lonardi was installed as provisional president on September 22, but gave way a few weeks later to General Pedro E. Aramburu. Dr. Raul Prebisch was borrowed from the Economic Commission for Latin America to investigate and report on the economic and financial situation. As a result of his report immediate measures were put into effect, including the devaluation of the peso by about 25 per cent.

In general elections in Brazil, Juscelino Kubitschek was elected President and Joao Goulart, leader of the Labour Party, Vice-President. Their election was considered a victory for the followers of the late President Vargas. The presidential inauguration was to take place on January 31, 1956; meanwhile the army took steps to strengthen the President-elect's position against any attempt at a coup by his opponents.

Canada was represented at several technical conferences of the Organization of American States. A delegation was sent to the Inter-American Conference on Social Security in March at Caracas, Venezuela; but Canada withdrew from this body in December 1955, as it was found that Canadian interests in this field were adequately covered by other international organs. Canada was also represented at the third meeting of the Inter-American Statistical Institute at Petropolis, Brazil, in June. Observers were sent to the meeting of the Pan-American Institute of Geography and History at Mexico, to the opening session of the Permanent Committee of the Inter-American Travel Congress at Washington, and to the eighth meeting of the Directing Council of the Pan-American Sanitary Organization at Washington.

After lengthy negotiations an exchange of notes was completed between Canada and Mexico on October 28, modifying the bilateral Air Agreement of July 27, 1953, in respect of routes and designated airlines. Canadian Pacific Airlines became the designated airline for Canada on the route from Toronto to Mexico City, and immediately inaugurated a weekly non-stop service. Mexico has the right to operate the route from Windsor, Ontario, to Mexico City, and has expressed the intention of establishing a service in the near future.

An exchange of notes took place between Venezuela and Canada on September 19, renewing the terms of the commercial *modus vivendi* of October 11, 1950, for a period of one year. The agreement for establishment of air service between Canada and Peru came into force on February 17.

Canada continued its endeavours to become better known through films and other means with the object, among others, of increasing tourist travel from Latin America and encouraging Latin American students to study in Canada. For the first time Canada took part in the Pan-American Games in Mexico. A statue of a Mexican peasant woman, by the Canadian sculptor Stanley Lewis, was presented by him to the village of San Miguel Allende, Mexico, and unveiled by the Canadian Ambassador. Chief Justice Kerwin of the Supreme Court of Canada was invited to take part in the ceremonies in Caracas honouring the centenary of the creation of the Venezuelan civil code and of the great lawyer, Andres Bello.

President Magloire of Haiti visited Canada in February.

A mission headed by the Canadian Ambassador to Uruguay as Special Ambassador attended the inauguration of the National Council of Uruguay on March 1.

## VII

### EAST ASIA

#### 1. Indochina

One of Canada's major international preoccupations during the past year has been its membership on the three International Commissions for Supervision and Control in Indochina on which it was invited by the co-chairmen of the Geneva Conference (July 1954) to serve along with representatives of India and Poland. Canadian participation on the Commissions did not commit Canada to guarantee or enforce the provisions of the three Cease-Fire Agreements for Vietnam, Laos, and Cambodia concluded at Geneva on July 21, 1954, or to undertake any new military or collective security commitments. Nevertheless, in supervising the execution of the agreements by the parties concerned, the Canadian Government believed that it would be assisting in establishing security and stability in Southeast Asia. Although no final military and political settlement has been reached in the Indochinese states, the presence of the Supervisory Commissions has served to restrain any tendency to resume open hostilities in the area.

By the beginning of 1956 the Canadian component of the three Commissions in Indochina, including fixed and mobile teams operating under the Commissions' jurisdiction, consisted of some 135 service personnel and 35 civilians drawn from or attached to the Department of External Affairs.

##### (a) *Vietnam*

During 1955 the ISC in Vietnam submitted four interim reports to the co-chairmen of the Geneva Conference, under whose authority Commission reports are published. The periods covered were, respectively, August 11, 1954, to December 10, 1954; December 11, 1954, to February 10, 1955; February 11, 1955, to April 10, 1955; and April 11, 1955, to August 10, 1955. These reports summarized the supervisory activities of the Vietnam Commission and reviewed the progress made by the High Commands of the People's Army of Vietnam (Communist) and of the French Union forces in the implementation of the Cease-Fire Agreement for Vietnam. Although considerable difficulty was involved in the withdrawal of military personnel and the transfer of civil administration in certain areas (in particular the Haiphong perimeter controlled by the PAVN) the Commission was able to conclude that withdrawals and transfers had been effected in all areas within the time limit specified (May 18) and in accordance with the provisions of the Cease-Fire Agreement. The Commission carried on its continuing responsibility of supervising the provisional demarcation line and the demilitarized zone and undertook to investigate alleged violations of the provisions of the agreement regarding the introduction into Vietnam of armed forces, military personnel, arms, munitions, and war materials, and to arrange for stricter border controls. Although the prisoner of war and civilian internee exchanges



were ostensibly completed by September 1954, as stipulated in the agreement, the Commission had to conduct, with only partial success, detailed inquiries into the claims and counterclaims made by the two parties against each other.

The Vietnam Commission devoted considerable time and energy to supervising the implementation of Articles 14(c) and 14(d) of the Cease-Fire Agreement guaranteeing democratic freedoms for the civilian population, particularly freedom from fear of reprisals or discrimination because of activities during the hostilities, and freedom of movement between the two zones for those who, during the period of military regroupment only, chose to change their zone of residence. While the former is a continuing responsibility, Article 14(d) was not. For this reason, the Canadian delegation attached a minority note to the covering letter accompanying the Commission's Third Interim Report, drawing the co-chairmen's attention to the unsatisfactory implementation of Article 14(d) in the PAVN zone and requesting that, in view of the time limit involved, the members of the Geneva Conference consult each other on measures to be taken to ensure the proper implementation of the article. Although the period of the application of Article 14(d) was extended to July 20, 1955, the Canadian member still could not agree with the Polish and Indian members of the Commission that the article had been satisfactorily implemented. He therefore attached a minority note of amendment to the Fourth Interim Report presenting what he considered to be a more accurate account of the implementation of Article 14(d) in the North and the South than that given by the majority of the Commission, and insisting that the Commission had a continuing responsibility with respect to freedom of movement.

In August Mr. David Johnson assumed his duties as the new Canadian Commissioner in Vietnam, succeeding Mr. Sherwood Lett.

#### (b) *Laos*

As the Pathet Lao claimed the whole area of the two northern provinces of Phongsaly and Sam Neua for themselves and the Royal Government insisted on its right to have forces therein, there were frequent military incidents in Laos throughout 1955. This military problem was complicated by the political one of the restoration of royal administration in the two provinces, where the Pathet Lao at present enjoy military, and in practice administrative, control. In view of the divergent legal positions of the parties on this problem, efforts were made to bring them together at military and political negotiations. These had taken place from time to time during the first few months of the year, but were resumed on a more systematic basis in July after a clash more serious than the preceding ones had occurred in the province of Sam Neua. The Commission attended the negotiations in order to assist in bringing the parties together, but little progress was made during the summer.

Towards the end of September a military solution was in sight, and the parties then agreed that the Commission should organize a meeting of their respective heads (Prime Minister Katay of the Royal Government and Prince Souphanouvong of the Pathet Lao) in Rangoon. At this meeting, which lasted from October 9 to October 13, the parties brought the preceding military negotiations to a conclusion by agreeing to stop all military incidents. At the same time, the Indian Chairman of the International Commission suggested a possible scheme for the restoration

of royal administration in the two northern provinces and also for the holding of general elections throughout the country. However, no agreement was reached on these two issues. The negotiations were resumed in Vientiane in the last week of October but they quickly broke down at the beginning of November. Thereafter both the Royal Government and the Pathet Lao wrote letters to the Commission outlining their respective positions, which were reported to the co-chairmen. Meanwhile the Royal Government continued with its preparations to hold elections in the area under its control, and these took place on December 25, in accordance with the constitution and the final declaration of the Geneva Conference, which stated that these elections were to be held during 1955.

During the year the Commission sent two interim reports to the co-chairmen covering its operations from their beginning up to June 30.

In October Mr. Paul Bridle succeeded Mr. L. Mayrand as Canadian Commissioner in Laos.

### (c) *Cambodia*

Following completion of the military phase of its task under the Cease-Fire Agreement, the Commission in 1955 turned its attention to the political phase: the integration into the national community of the former Khmer resisters and the holding of general elections. The ex-resisters had already been demobilized, granted amnesty, and offered identity cards as citizens in good standing in the realm, but there was still some misunderstanding, suspicion, and fear of reprisals in the air which the Commission helped to dissipate by its investigation of complaints. As a result, these soon dwindled to a very small number and all citizens were able to resume constitutional political activity and to participate in the electoral campaign. The elections, originally scheduled for April 17, were postponed until September 11, when the party of the former King Sihanouk won all 91 seats with about 83 per cent of the popular vote. The Commission reported to the co-chairmen of the Geneva Conference that "the elections passed off peacefully" and that the electoral "settlement foreseen under Article 6 of the Geneva Agreement had been completed". As a result, the Commission's tasks diminished and a reduction of personnel by 40 per cent was effected in October. The remaining tasks of the Commission are the prevention of reprisals and the supervision of imports of war materials into Cambodia.

During the year the Commission sent four interim reports to the co-chairmen covering the operations of the Commission from their beginning up to the September 11 elections.

In August Mr. Arnold Smith succeeded Mr. R. Duder as Canadian Commissioner in Cambodia.

## 2. China

There were no important developments during the year in Canadian-Chinese relations. Canada continued to recognize diplomatically the National Government of President Chiang K'ai-shek on Formosa, while expressing a willingness to accept the *de facto* authority of the régime in Peking in respect of certain questions, such as a Korean or Indochinese peace settlement, where only that régime could represent China.

### 3. Korea

The situation in Korea changed very little during 1955. The country remains divided and the prospects for early unification are slight. There exists, however, a *de facto* peace based on the provisions of the Armistice Agreement of July 27, 1953, and although the Communist armed forces in the north were strengthened by the introduction of new weapons in apparent violation of the Armistice Agreement, the Communist side refrained from further direct aggression. In general, both the United Nations and Communist sides demonstrated a willingness to live with the post-armistice situation, which is in fact an armed truce, until such time as progress could be made by political means on the basic question of unification.

The Neutral Nations Supervisory Commission, which was established under the Armistice Agreement to supervise and observe the carrying out of the provisions of the armistice, continued to operate during the year, although its practical effectiveness declined. The NNSC is still prevented by the tactics of its Communist members, Poland and Czechoslovakia, from investigating alleged violations in North Korea; while in South Korea its operations have been rendered difficult by the hostility of the Republic of Korea Government, which resents the presence in South Korea of the Communist members of the Neutral Nations' Inspection Teams. The Military Armistice Commission approved during the year the withdrawal of two of these NNIT's from North Korea and two from the south, a decision which reflected the frustration of the inspection system envisaged in the Armistice Agreement in spite of the efforts of the Swedish and Swiss members of the NNSC to make it work effectively.

The search for an acceptable formula for the peaceful unification of Korea went on during the year, but with no success. This question was debated at the tenth General Assembly, where it was clear that the Communist bloc powers still insisted on the unworkable provisions for all-Korean elections which they had presented at the Geneva Conference of 1954, and which at that time had been judged completely unacceptable by Canada and the other countries which had contributed forces to the United Nations military action. As a consequence, the debate followed familiar and expected lines, and a resolution sponsored by the United States was adopted by the General Assembly on November 29. *Inter alia*, this resolution noted that the Armistice Agreement would remain in force until it had been expressly superseded by mutually acceptable amendments or by an agreement reached at a general political conference; it reaffirmed the Assembly's intention to continue to seek an early solution to the Korean question in accordance with United Nations objectives; and it urged that continuing efforts be made to achieve these objectives. The resolution also requested the Secretary-General to place the Korean item on the provisional agenda of the eleventh General Assembly.

After consultation with other Commonwealth governments and the United States, the bulk of the Canadian armed forces remaining in Korea was withdrawn in April. Only a field ambulance unit and certain integrated personnel now remain in the Korean theatre as part of the Commonwealth contingent.



#### 4. Japan

Since recovering complete independence in 1952, Japan has re-emerged as the leading industrial power of the Far East. Canadian-Japanese relations during 1955 were marked by the conclusion of agreements respecting air services between the two countries and the waiving on a reciprocal basis of non-immigrant visa fees. The Canadian and Japanese Governments co-operated in the North Pacific Fisheries Commission as well as in the Colombo Plan, and an increasing number of official and unofficial visitors from Japan came to Canada and vice versa. For example, the Japanese Minister of Agriculture and Forestry, Mr. Ichiro Kono, and a party of experts, as well as a delegation from the Japanese Diet, visited Canada in September. An unofficial group of about twenty Canadian university students and professors attended the World University Service Seminar held in Japan during the summer, and the Canadian Minister of Fisheries visited Tokyo briefly in September.

#### 5. Southeast Asia

Although Canada's relations with Southeast Asia are limited by our remoteness from the area and by the fact that, aside from our special missions in Indochina, we are represented diplomatically only in Indonesia, our relations with the countries of this area have grown closer in the United Nations and in other ways. Canadian participation in the Colombo Plan is a most important link. The Secretary of State for External Affairs attended the Colombo Plan conference in Singapore in October and later visited Malaya, where he had useful discussions with some of the leaders of the newly-elected Legislative Council. This Council is likely to play a prominent role in Malaya's progress towards self-government and independence.

The most important international event in the Southeast Asian area during 1955 was undoubtedly the Asian-African Conference held at Bandung, Indonesia, from April 18 to April 24. This conference was sponsored by the so-called Colombo Powers (Burma, Ceylon, India, Indonesia, and Pakistan) and had as its objectives the promotion of goodwill and co-operation among the nations of Asia and Africa; the consideration of social, economic, and cultural problems of the countries represented, as well as problems of special interest to the Asian and African peoples; and an assessment of the position of Asia and Africa in the world and the contribution they could make to world peace and co-operation. Delegations from 29 countries, including a Communist Chinese delegation headed by Mr. Chou En-lai, attended the conference. Canada did not, of course, have any direct connection with the conference, but a message of good wishes sent by Mr. St. Laurent to the chairman was well received.

The Indonesian parliamentary elections which began on September 29 and extended until November 29 constituted another event of more than passing interest. Although most of the voting took place on the first day, two months were allowed for delayed balloting in remote areas where difficult security conditions still exist. These were the first such elections held since Indonesia achieved independence, but the very fact that they were carried out in spite of tremendous difficulties is an indication of the determination of the people of yet another Southeast Asian country to conduct their affairs by genuinely democratic processes.

## VIII

### LEGAL AND CONSULAR AFFAIRS

#### 1. Legal Affairs

The Department performs a number of specific tasks of a legal nature. It gives opinions and advice to other government departments on questions of international law. It assists in the transmission of documents to foreign governments under civil procedure conventions, extradition treaties and arrangements, and arrangements for the reciprocal enforcement of maintenance orders.

The Department has also been concerned with claims of Canadians who have suffered injury abroad or whose property in other countries was damaged as a result of war operations or confiscated under nationalization measures. Assistance was rendered to those Canadian claimants who were able to show that after exhausting local remedies in the countries concerned they had suffered denial of justice or discrimination. The Department has assisted Canadians in the processing of their claims under existing foreign legislation or under certain international agreements such as the Treaties of Peace with Italy and Japan, the Austrian State Treaty, and the Equal Treatment Agreements with France, Belgium, and the Netherlands. It has conducted inquiries abroad on behalf of the War Claims Commission and has co-operated with the Departments of Finance and of the Secretary of State of Canada in the disposal of various types of claims, in particular those coming under the Agreement on German External Debts.

The Department registers and publishes agreements concluded by Canada with other countries. Appendix F lists the international agreements which Canada signed or acceded to in 1955, with supplementary information on the year's developments as to ratifications or acceptances, and entry into force.

#### 2. Consular Activities

Consular assistance and services are available from Canadian representatives in 45 countries. A list of Canadian diplomatic and consular posts abroad will be found in Appendix B.

In countries where there is no Canadian diplomatic or consular representation, some services of a consular nature, such as the issuance and renewal of passports, may be provided by Canadian Trade Commissioners of the Department of Trade and Commerce. In general, however, consular services in such countries are provided to Canadians by courtesy of the United Kingdom diplomatic and consular representatives.

Consular activities include safeguarding the interests of Canadian citizens abroad; representing Canadian citizens abroad in matters of estates; assisting in finding missing persons; helping Canadian citizens

abroad who are temporarily distressed or destitute, including financial aid on a recoverable basis; issuing and renewing passports and certificates of identity; granting diplomatic and courtesy visas; granting immigrant and non-immigrant visas except in countries where Canadian immigration offices are located; registering Canadian citizens who are residing abroad or born abroad; procuring or authenticating legal documents; and providing advice and assistance on citizenship and immigration questions.

Further progress has been made in facilitating travel of Canadian citizens abroad by the abolition of visa requirements. As a result of an exchange of notes, Japan and Canada agreed to abolish, on a reciprocal basis, non-immigrant visa fees effective July 1, 1955. Similar arrangements were made between Israel and Canada effective September 1, 1955. With the return of Austrian sovereignty, normal visa requirements for Austria are again in effect and the Austrian authorities are continuing to waive visa fees for Canadian citizens. This means that for entry to 4 countries (Austria, Israel, Finland and Japan) Canadians are granted visas without fees. In addition, agreements have been concluded under which Canadians may enter the following 12 countries without the necessity of obtaining visas: Belgium, Denmark, France (including Algeria and Tunisia), the Federal Republic of Germany, Italy, Liechtenstein, Luxembourg, Monaco, the Netherlands, Norway, Sweden, and Switzerland. Visas are also not required for visits to Greece.

The Passport Office issued 79,228 passports and renewed 12,474 in 1955. During the year 4,601 certificates of identity were issued, and 2,277 were renewed. These certificates are issued to *bona fide* residents of Canada who are unable to obtain passports or other travel documents from their country of origin. The fees received by the Passport Office during 1955 amounted to \$438,261.71.

A list of foreign consular offices in Canada and of diplomatic offices, most of which include consular staff, will be found in Appendix C.



## IX

### ECONOMIC AFFAIRS

In North America 1955 was a year of rapid advance to record high levels of production and employment following the moderate recession of 1953-4. In Europe and elsewhere high levels of economic activity continued through the year, associated in some countries, however, with inflationary conditions. International trade continued to expand, and the gold and dollar reserves of countries outside North America taken as a whole continued to rise.

#### 1. General Agreement on Tariffs and Trade

The ninth session of the Contracting Parties to the General Agreement on Tariffs and Trade (GATT) which began a review of the agreement in November 1954, ended at the beginning of March 1955. During this session a number of provisions of the agreement were revised, arrangements were made for continuing generally the application of the rates of customs duties in the existing tariff schedules, and an agreement was drawn up for an Organization for Trade Co-operation (which would come into being when approved by a sufficient number of governments and would give the GATT permanent status as an international organization). Apart from organizational amendments to the GATT which would become necessary upon the establishment of an Organization for Trade Co-operation, the principal changes in the agreement were designed to bring about more effective supervision of the use and removal of quantitative import restrictions, to supplement the existing provisions to limit the harmful effect of export subsidies, and to give member countries in early stages of economic development a certain latitude in the use of tariffs and quantitative import restrictions in connection with their development programmes.

The Contracting Parties also decided to grant the United States a waiver of some of its obligations in respect of agricultural import restrictions. A procedure was established too for the possible granting of waivers to countries which might be expected to eliminate the import restrictions now maintained for balance of payments reasons; these waivers would allow a limited postponement of the removal of some of these restrictions in certain circumstances. The extent to which these waivers may involve a weakening of the agreement will depend largely upon the moderation with which they are used.

After tariff negotiations with some Contracting Parties, including Canada, Japan acceded to the General Agreement in the autumn of 1955.

The tenth session of the Contracting Parties was held in Geneva from October to December 1955. Among other things it gave final approval to arrangements for a tariff conference which will begin in Geneva in January 1956. Canada will participate in this conference, negotiating with a number of countries including the United States.

## 2. Commercial Relations with the United Kingdom

Faced with renewed balance of payments difficulties in 1955, the United Kingdom did not find scope for important measures of further trade liberalization. At the same time it refrained from intensifying the existing restrictions or imposing new ones but relied rather on internal measures aimed at correcting the conditions which had given rise to the difficulties. The United Kingdom—Canada Continuing Committee on Trade and Economic Affairs met in Ottawa on December 8 and 9 to discuss trade questions and other economic matters of mutual interest.

## 3. Commercial Relations with the United States

Proposals for increased protection in the form of higher tariffs or import restrictions were advanced in the United States on behalf of a number of industries. But in the main cases where Canadian interests were directly involved (notably crude oil, lead and zinc, and hardboard) action affecting imports from Canada was generally avoided. Import restrictions which had previously been established for oats and barley were abolished as conditions changed; restrictions on imports of cheese and other dairy products, however, remained in force. The United States programmes for the disposal of surplus agricultural products continued to cause the Canadian Government concern (particularly in the case of wheat) and discussions took place between United States and Canadian authorities on several occasions. The United States Congress gave to the President during the year some additional authority to make tariff reductions while at the same time broadening the scope for increased protection of domestic industries in certain situations.

The second meeting of the Joint United States—Canadian Committee on Trade and Economic Affairs was held in Ottawa on September 26. At this meeting economic and trade matters of common interest to Canada and the United States were reviewed by the Canadian Ministers of Trade and Commerce, Agriculture, and Finance, and the Secretary of State for External Affairs, and the United States Secretaries of State, the Treasury, Agriculture, and Commerce.

## 4. Other Economic Matters

The instruments of ratification for the trade agreement between Canada and Portugal, which was signed in Lisbon in 1954, were exchanged in Ottawa in April 1955. In June 1955 Canada and Ethiopia, by an exchange of notes, agreed to extend to each other most-favoured-nation treatment in trade matters. An agreement between Canada and Denmark for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income was signed in Ottawa in September 1955.

Discussions took place in Ottawa in May between representatives of the Governments of Canada and Poland concerning customs valuation procedures and general trade matters. These talks were held at the request of the Government of Poland, which had expressed its concern at the special valuation procedures which Canadian customs authorities had found it necessary to apply to certain imports from Poland. Arrangements were worked out by agreement between the two governments to permit satisfactory verification of the values of goods imported from

Poland, within the requirements of Canadian customs laws. Canadian officials made it clear that importers in Poland were free to purchase Canadian goods not subject to export restrictions. The hope was expressed by both delegations that the turnover of goods between Canada and Poland would increase.

During Mr. Pearson's visit to Moscow there were discussions about trade relations between Canada and the U.S.S.R. It was agreed that the possibility of a trade agreement based upon the most-favoured-nation principle should be explored further in Ottawa by representatives of the two governments. Among the other countries with which Canada held discussions concerning trade relations during the year were France, the Union of South Africa, Cuba, Venezuela, Spain, Colombia, and Uruguay.

A conference convened by the United Nations met in Geneva from October 26 to November 16 to discuss possible international arrangements relating to wheat following the expiration of the present International Wheat Agreement in July 1956. The conference discussed various amendments which might be made in the general form of this agreement. The conference will be reconvened on February 20, 1956.

An Air Services Agreement with Japan was signed in Ottawa on January 12 and brought into force by exchange of notes in Tokyo on July 20. An exchange of notes also took place in Mexico on October 28, modifying the schedule to the Canada-Mexico Air Agreement of July 27, 1953.<sup>1</sup> Discussions on civil aviation took place during the year with the representatives of several countries but no further agreements were concluded.

## 5. Aid to Under-developed Countries

During the past year Canada made available \$26,400,000 for capital aid and technical assistance to the countries of South and Southeast Asia under the Colombo Plan; an increase of \$1,000,000 over the amount contributed in the previous year. This brought the total of funds provided by Canada since the Plan began to \$128,400,000, apart from a special \$5,000,000 grant of wheat to Pakistan to help in meeting a food shortage in 1952. (In December the Government announced its intention to ask Parliament to increase the contribution for the next fiscal year to \$34,400,000.)

The bulk of the funds available during the past year was used to provide assistance to new capital projects in India, Pakistan, and Ceylon. In India several new projects were undertaken. These included an aerial magnetometer survey of Rajasthan; provision of generating equipment for the rural electrification programme; and the supply of Beaver aircraft as part of the pest control scheme.

In Pakistan further funds were made available for the construction and equipment of the Warsak dam and power-generating station on the northwest frontier; a thermal power plant is being provided for use at Khulna in East Pakistan; and arrangements are under way for Canada to assist in the construction of an important electricity transmission line between Dacca and Chittagong.

In Ceylon's regular aid programme this year further assistance was provided for the fisheries project; more diesel locomotives were made

<sup>1</sup>See also Chapter VI, section 2.



available for the Ceylon railways; flour which will yield counterpart funds was provided to assist in the development of a fisheries co-operative school and in the construction of a technological institute; and finally an important aerial survey of the island is to be carried out with Canadian assistance.

Technical assistance (including fellowships, scholarships, experts, and training equipment) was provided on a greater scale last year than at any time since the Plan began. The following countries have already received help from Canada under the technical co-operation scheme: Burma, Cambodia, Ceylon, India, Indonesia, the Federation of Malaya, North Borneo, Pakistan, Singapore, Thailand, and Vietnam. A major portion of the additional million dollars made available during the current year has been used to meet the expanding requirements of the technical assistance programme.

By the third quarter of this year a total of 292 fellows and scholars had received training in Canada since 1950 under the Colombo Plan. Over 57 Canadian experts had been sent abroad and of this number 33 are now in the area carrying out assignments in 8 member countries. In addition to providing skilled personnel, Canada is supplying an increasing flow of equipment to training and research institutions in the area.

The Consultative Committee on Co-operative Economic Development in South and Southeast Asia met at Singapore in October. This meeting was attended by representatives from all participating countries. A decision was taken to continue the Plan until mid-1961. The Canadian delegation informed the Committee of the Canadian Government's intention to ask Parliament for a significant increase in the funds which would be made available for the Colombo Plan in 1956-1957. There was also a useful exchange of views concerning the problems of economic development in South and Southeast Asia.

Canada continued its active support of United Nations programmes designed to assist the progress of the under-developed areas of the world. It was announced that the Government proposed to ask Parliament to increase the Canadian contribution to the United Nations technical assistance programme next year by \$300,000, bringing Canada's annual total for 1956-57 to \$1,800,000.

During the year Canada also accepted the Agreement for an International Finance Corporation which is to be created under the auspices of the International Bank for Reconstruction and Development. The basic objective of the Corporation is to stimulate the flow of private capital to less developed areas of the world. The Corporation will invest in productive undertakings in co-operation with private capital. Provision has been made for the Canadian Government to purchase 3,600 shares in the Corporation at the value of \$1,000 per share or a total of \$3,600,000. The Corporation will have an authorized capital of \$100,000,000, and it will come into being when at least \$75,000,000 has been subscribed by participating countries.

The United Nations continued to explore the possibility of creating a special fund for economic development, although several member countries, including Canada, have been skeptical of the prospects for the effective establishment of such a fund until an internationally supervised reduction in armament expenditures is achieved.

## X

### INFORMATION AND CULTURAL AFFAIRS

In the field of information the Department of External Affairs has two main responsibilities: outside Canada, to convey to the citizens and governments of other countries a knowledge and understanding of Canada and the Canadian people; and to make available within Canada information on Canada's external policies and the work of the department. The Department is responsible for the co-ordination of Canadian information activities abroad and, in most countries, also has the direct responsibility for the conduct of our information activities, which include the dissemination of information concerning our economic and cultural interests as well as our external policies.

Within Canada the Department makes available current and background policy information on international issues of concern to this country. Through the Information Division, it deals with requests from the Canadian public for information about Canada's external relations and produces and distributes to interested organizations and individuals a variety of publications.

#### 1. Information on International Organizations

During 1955 close liaison was maintained with the Information Service of the North Atlantic Treaty Organization. Close relations were also established with the newly formed Canadian Atlantic Co-ordinating Committee, which is the Canadian branch of the Atlantic Treaty Association, an international non-governmental organization formed to support NATO. Publications issued by NATO in Paris, as well as those produced by the Department, were distributed to a large number of Canadian libraries, universities, and other organizations and to individuals interested in the activities of NATO. The Information Division also assisted in the preparation of a booklet on Canada which will be issued by NATO as part of a series on NATO countries. Arrangements were made for participation by Canadian journalists in NATO tours in Europe, as well as for a NATO tour of Canada by journalists from other member countries.

Information about the United Nations was provided in Canada in co-operation with the United Nations Association, and during the tenth session of the United Nations General Assembly the Canadian delegation in New York gave special assistance to Canadian and other newspapers. The delegation's information officers, working closely with the United Nations press corps and the Secretariat, provided material on Canada's position on issues under consideration and arranged press, radio, and television interviews with members of the delegation in order to secure a wide understanding of Canadian views and policies.

The Department co-operated with the Department of Trade and Commerce in disseminating information about Canada's participation in the Colombo Plan. Arrangements were also made for the supply of information material to the Colombo Plan Information Unit.

## 2. Cultural Affairs and UNESCO<sup>1</sup>

As in previous years, the Department was responsible for co-ordinating Canadian participation in the work of the United Nations Educational, Scientific and Cultural Organization. With the co-operation of federal and provincial agencies and non-governmental organizations through Canada, arrangements were made for representation at various international meetings sponsored by UNESCO, and for Canadian participation in UNESCO technical assistance projects; material was prepared for a number of UNESCO publications, and contributions were made to a variety of special studies.

The Department continues to have the main responsibility for the Canadian Government Overseas Awards plan. During 1955, the fourth year in which the plan has been in effect, fellowships and scholarships for study in France and the Netherlands were awarded to 28 Canadians selected by the Royal Society of Canada.

Donations of Canadian books continued to be made to libraries in a number of countries and additions were made to the limited list of major foreign libraries which may receive copies of Canadian Government publications on request.

The Department co-operated with the Exhibition Branch of the Department of Trade and Commerce, the National Gallery, and other government and voluntary agencies in planning and arranging exhibitions and displays abroad of a general or cultural nature. During the year assistance was given toward Canadian participation in various international fairs, and in an international children's art and essay exhibition in India; Canadian paintings were shown in Brazil, Ceylon, and India, and exhibitions depicting Canadian life and economic developments were held in Berlin and Bochum, Germany; a collection of Canadiana was assembled for display in Paris; in December a collection of Eskimo carvings was sent to Western Europe for display in the principal cities during the next two years.

## 3. General Information

That interest in Canada continues to grow in other countries is evidenced by the volume of requests for information received by our posts and by the increasing number of articles on various aspects of Canadian affairs which appeared in the foreign press during the year under review. A number of newspapers and periodicals in the United States, Europe, and elsewhere produced special issues or supplements on Canada during the year, with the assistance of the Department at Ottawa and the posts concerned. Among them were *Das Parlament* (Bonn), *The Gazette* (Lausanne), and *The New York Herald-Tribune*.

The largest number of requests for information and publications from outside Canada came from teachers and students at all levels of education, and wide use is apparently being made of departmental publications to supplement school texts on Canada. The number of such requests originating in the United States alone was over 35,000 in 1955.

Help in arranging itineraries and interviews, and in procuring documentation and illustrations, was provided for numerous journalists, writ-

---

<sup>1</sup> For the NATO programme of fellowships and scholarships see Chapter III, section 5.



ers, and lecturers visiting Canada to obtain first-hand information. Programmes for visitors to Ottawa were arranged for a number of student groups from the United States as well as for groups of Canadian university students interested in international affairs.

Within Canada, increasing interest in international affairs was indicated by the growing number of requests from Canadians for information and publications. The functions of Canadian diplomatic missions and, as indicated above, Canadian participation in the Colombo Plan, NATO, and the United Nations were subjects on which numerous requests were received.

#### **4. Relations with the Canadian Broadcasting Corporation**

The Department maintains close liaison with the International Service of the Canadian Broadcasting Corporation, which broadcasts Canadian views and impressions of Canadian life to its listeners in many countries. The Political Coordination Section has the chief responsibility for keeping the CBC-IS informed of official views on current international problems and for supplying it with background information on developments in international affairs. In 1955 Canadian diplomatic posts abroad co-operated with the CBC-IS in making available to foreign broadcasting stations an increasing number of Canadian transcriptions. Programmes specially recorded for July 1 were given particularly wide distribution.

#### **5. Documentation and Services**

The Department provides a wide range of documentation and services for its information work in Canada and abroad. During the last year the Information Division produced a number of reference papers and reprints on subjects of special interest, texts of official statements and speeches, and supplementary papers on technical subjects. In addition, sixteen photo-features were prepared on subjects as diverse as the Canadian asbestos industry and sculpture of the Eskimos; these were widely reproduced in foreign periodicals. Canadian posts abroad received a large number of basic reference photographs, and numerous special requests for pictures were also filled. No fewer than 30,000 prints were distributed during the year—twice as many as in 1954.

#### **6. Films**

The documentary film continues to prove particularly effective in presenting to a large public abroad a comprehensive picture of Canada. With the co-operation of the National Film Board, 66 diplomatic, consular, and trade commissioner posts—three more than in 1954—are now equipped with film libraries of from 60 to more than 775 films. From these libraries film programmes arranged by Canadian representatives abroad during the first nine months of 1955 numbered 86,454 with a total attendance of more than 9,900,000—almost 2,000,000 greater than the total audience for the comparable period in 1954. During 1955 Canadian films were used by television stations of most countries in Europe and South America, by the BBC in the United Kingdom, and by the Japanese Broadcasting Company in Tokyo. A majority of the television stations in the United States have used Canadian material, and arrangements have been made for television distribution in Australia.

The Department co-operates with the National Film Board in arrangements for Canadian participation in international film festivals. During 1955, our posts abroad arranged for showings of Canadian films at 15 festivals in the United States, South America, Europe, South Africa, and Japan. Awards of merit were granted to seven of the films shown at these festivals.

## 7. Relations with the Press

Through the Press Officer, who is responsible for the Department's liaison with the press in Canada, the Department issued some 110 press releases and distributed advance texts of official statements on Canadian foreign policy, besides arranging press conferences and handling enquiries from members of the press. Material was provided to members of the Press Gallery and to news agencies on special subjects such as the work of the International Supervisory Commissions in Cambodia, Laos, and Vietnam; the International Conference on the Peaceful Uses of Atomic Energy; and Canadian statements at the United Nations General Assembly. The Department was in charge of public information arrangements for the visit of the Princess Royal, the President of Haiti, and other distinguished visitors. Press arrangements for the Minister's tour to the Soviet Union, to the Colombo Plan meeting in Singapore, and to India, Pakistan, and Ceylon, included coverage by a group of Canadian press representatives. The Press Office also provided information to Canadian posts abroad about members of the press who were to visit countries in Europe, the Middle East, and Asia.

## XI

### ORGANIZATION AND ADMINISTRATION OF THE DEPARTMENT

The senior officials of the Department are the Under-Secretary of State for External Affairs (Deputy Minister), the Deputy Under-Secretary, and four Assistant Under-Secretaries, one of whom is Legal Adviser. The staff of the Department at home is organized in eighteen divisions, some concerned with special functions or services, some with particular geographical areas. This organization is outlined in Appendix A.

Canada now maintains 58 diplomatic and consular posts abroad, and a military mission at Berlin which also performs consular duties.<sup>1</sup> Of the 58 posts, 30 are embassies, 7 high commissioners' offices, 7 legations, 3 permanent missions to international organizations, and 11 consulates. During the year the legations in Norway and Portugal were raised to the status of embassies, and the consulate at New Orleans became a consulate general. Canada did not open any new diplomatic or consular posts during 1955.

Forty-six countries now have diplomatic missions in Canada.<sup>2</sup> Of these, 30 are embassies, 6 high commissioners' offices, and 10 legations. In addition, 11 countries have consulates general or consulates in Canada but no resident diplomatic missions. During 1955 Lebanon established a legation in Ottawa and the legations of Norway and Portugal were raised to the status of embassies.

Canada's acceptance of membership during 1954, along with India and Poland, on the International Supervisory Commissions for Cambodia, Laos, and Vietnam required the assignment of departmental personnel to Phnom Penh in Cambodia, Vientiane in Laos, and Hanoi and Saigon in Vietnam. The responsibility for organizing and manning the Canadian elements of the International Supervisory Commissions is shared with the Department of National Defence. The administrative problems created by the operation in Indochina have been manifold and varied. For example, in order to meet the personnel requirements in Indochina, it has been necessary to reduce the normal strength of some missions abroad and of divisions in Ottawa and to recruit personnel from other government departments and from outside the government service.

As the result of a competition begun in November 1954, and conducted by the Civil Service Commission, 23 new Foreign Service Officers joined the Department in 1955. Another competition began with a written examination in December 1955 in which 207 candidates participated at centres across Canada and in other parts of the world. The number of candidates who took part in last year's examination was 373. During

---

<sup>1</sup> See Appendix B on "Canadian Diplomatic and Consular Representation Abroad".

<sup>2</sup> See Appendix C on "Diplomatic and Consular Representation of Other Countries in Canada".



the year, 175 appointments were made to the administrative staff of the Department; 140 resignations were tendered, leaving a net increase of 35 persons.

Following is a comparison of the departmental personnel strength on December 31, 1954, and December 31, 1955:

	1954	1955	Change
Officers (including Heads of Posts, Foreign Service Officers, Consular and Information Officers):			
Ottawa .....	112	136	+ 24
Abroad .....	165	162	— 3
Administrative Personnel:			
Ottawa .....	515	528	+ 13
Abroad .....	299	321	+ 22
Local staff .....	444	463	+ 19
Totals .....	1,535	1,610	+ 75

During the year three Canadian representatives abroad retired from the service: Major-General the Hon. L. R. LaFlèche, Canadian Ambassador in Argentina; Mr. E. Vaillancourt, Canadian Ambassador in Peru; and Hon. Ray Lawson, Canadian Consul-General in New York.

In order to survey the operation of the service abroad, a team from the Department visited posts in the Far East early in 1955, and gained first-hand knowledge of administrative and personnel problems, among others, at these posts.

During the calendar year 1955 the following properties were purchased: a residence for the Ambassador in Rio de Janeiro; chancery buildings in Brussels and Rome; a staff residence in Canberra; and two staff residences in Tokyo. New residences were leased in Cairo, Chicago, and Lima, and in New York for the Permanent Representative to the United Nations. New chancery accommodation was leased in Chicago. Construction projects for new chanceries for the Canadian Embassy in Paris and for the Embassy in The Hague, as well as an extension to the existing chancery in Tokyo, were in progress.

Furnishing schemes, in whole or in part, were undertaken for (a) official residences in Chicago, Karachi, Lima, Lisbon, New Delhi, Rio de Janeiro, Santiago, and Tokyo, (b) staff residences in Ankara, Beirut, Belgrade, Canberra, Rio de Janeiro, and Caracas.

## APPENDIX A

### ORGANIZATION OF THE DEPARTMENT AT OTTAWA<sup>1</sup>

Secretary of State for External Affairs

Under-Secretary of State for External Affairs

Deputy Under-Secretary of State for External Affairs

Four Assistant Under-Secretaries of State for External Affairs (one of whom is Legal Adviser)

Eighteen Divisions:

American

Commonwealth<sup>2</sup>

Communications

Consular

Defence Liaison (1)

Defence Liaison (2)

Economic

Establishments and Organization

European

Far Eastern

Finance

Historical Research and Reports

Information

Legal

Personnel

Protocol

Supplies and Properties

United Nations

Political Co-ordination Section

Press Office

---

<sup>1</sup> An Inspection Service, separate from the existing divisions, was to be established at the beginning of 1956.

<sup>2</sup> The Commonwealth Division was to become the Commonwealth and Middle East Division at the beginning of 1956.

## APPENDIX B

### CANADIAN DIPLOMATIC AND CONSULAR REPRESENTATION ABROAD<sup>1</sup>

#### 1. Diplomatic Missions<sup>2</sup>

Country	City	Nature of Post
Argentina	Buenos Aires	Embassy
Australia	Canberra	High Commissioner's Office
Austria	Vienna	Legation
Belgium	Brussels	Embassy
Brazil	Rio de Janeiro	Embassy
Ceylon	Colombo	High Commissioner's Office
Chile	Santiago	Embassy
Colombia	Bogota	Embassy
Cuba	Havana	Embassy
Czechoslovakia	Prague	Legation
Denmark	Copenhagen	Legation <sup>3</sup>
Dominican Republic	Ciudad Trujillo	Embassy
Egypt	Cairo	Embassy
Finland	Helsinki	Legation
France	Paris	Embassy
Germany	Bonn	Embassy <sup>4</sup>
Greece	Athens	Embassy
Haiti	Port-au-Prince	Embassy
India	New Delhi	High Commissioner's Office
Indonesia	Djakarta	Embassy
Ireland	Dublin	Embassy
Israel	Tel Aviv	Embassy
Italy	Rome	Embassy
Japan	Tokyo	Embassy
Lebanon	Beirut	Legation
Mexico	Mexico	Embassy
Netherlands	The Hague	Embassy
New Zealand	Wellington	High Commissioner's Office
Norway	Oslo	Embassy
Pakistan	Karachi	High Commissioner's Office
Peru	Lima	Embassy
Poland	Warsaw	Legation

<sup>1</sup> For more information (addresses, staff, etc.) see the quarterly publication of the Department entitled *Canadian Representatives Abroad and Representatives of Other Countries in Canada*.

<sup>2</sup> No posts are maintained in Iceland and Luxembourg, but the Canadian Ambassador to Norway is also accredited as Minister to Iceland, and the Ambassador to Belgium as Minister to Luxembourg. The Ambassador to Switzerland is also accredited as Minister to Austria and the Minister to Sweden as Minister to Finland. The Ambassador to Greece is accredited as Ambassador to Israel and the Ambassador to Egypt as Minister to Lebanon. The Ambassador to Cuba is also accredited as Ambassador to the Dominican Republic and to Haiti.

<sup>3</sup> The Canadian Legation in Denmark was to become an embassy in January 1956.

<sup>4</sup> There is also a mission in Berlin.



Portugal	Lisbon	Embassy
Spain	Madrid	Embassy
Sweden	Stockholm	Legation
Switzerland	Berne	Embassy
Turkey	Ankara	Embassy
Union of South Africa	Pretoria	High Commissioner's Office
Union of Soviet Socialist Republics	Moscow	Embassy
United Kingdom	London	High Commissioner's Office
United States of America	Washington	Embassy
Uruguay	Montevideo	Embassy
Venezuela	Caracas	Embassy
Yugoslavia	Belgrade	Embassy

## 2. Permanent Missions to International Organizations

Organization	City
North Atlantic Council	} Paris
Organization for European Economic Co-operation	
United Nations	New York
United Nations (European Headquarters)	Geneva

## 3. Consulates

Country	City	Nature of Post
Brazil	Sao Paulo	Consulate
Philippines	Manila	Consulate General
United States of America	Boston	Consulate General
	Chicago	Consulate General
	Detroit	Consulate
	Los Angeles	Consulate General
	New Orleans	Consulate General
	New York	Consulate General
	Portland, Maine	Vice-Consulate
	San Francisco	Consulate General
	Seattle	Consulate General

# APPENDIX C

## DIPLOMATIC AND CONSULAR REPRESENTATION OF OTHER COUNTRIES IN CANADA<sup>1</sup>

### 1. Diplomatic Missions<sup>2</sup>

Country <sup>3</sup>	Nature of Post
*Argentina	Embassy
Australia	High Commissioner's Office
*Austria	Legation
*Belgium	Embassy
*Brazil	Embassy
*Chile	Embassy
*China	Embassy
*Colombia	Embassy
*Cuba	Embassy
*Czechoslovakia	Legation
*Denmark	Legation <sup>4</sup>
*Dominican Republic	Embassy
Egypt	Embassy
*Finland	Legation
*France	Embassy
*Germany	Embassy
*Greece	Embassy
*Haiti	Embassy
*Iceland	Legation
India	High Commissioner's Office
Indonesia	Embassy
Ireland	Embassy
*Israel	Embassy
*Italy	Embassy
*Japan	Embassy
Lebanon	Legation
*Luxembourg	Legation
*Mexico	Embassy
*Netherlands	Embassy
New Zealand	High Commissioner's Office
*Norway	Embassy
Pakistan	High Commissioner's Office
*Peru	Embassy
*Poland	Legation

<sup>1</sup> For further particulars (addresses, staff, etc.) see the quarterly publications of the Department entitled *Canadian Representatives Abroad and Representatives of Other Countries in Canada and Diplomatic Corps*.

<sup>2</sup> The Ministers of Iceland and Luxembourg are also accredited to the United States of America, where they are ordinarily resident.

<sup>3</sup> Those countries which are marked with an asterisk also have consulates in Canada. The Office of the High Commissioner for India is in charge of the interests of Nepal; the Legation of Poland of those of Hungary; the Legation of Switzerland of those of Liechtenstein; and the Legation of Lebanon of those of Iraq.

<sup>4</sup> The Legation of Denmark was to become an embassy in January, 1956.

*Portugal	Embassy
*Spain	Embassy
*Sweden	Legation
*Switzerland	Legation
Turkey	Embassy
Union of South Africa	High Commissioner's Office
Union of Soviet Socialist Republics	Embassy
United Kingdom	High Commissioner's Office
*United States of America	Embassy
*Uruguay	Embassy
*Venezuela	Embassy
*Yugoslavia	Embassy

## 2. Countries Having Consulates but No Diplomatic Missions

Bolivia	Monaco
Costa Rica	Nicaragua
Ecuador	Panama
Guatemala	Salvador
Honduras	Thailand
Liberia	



## **APPENDIX D**

### **INTERNATIONAL ASSOCIATIONS AND ORGANIZATIONS<sup>1</sup> OF WHICH CANADA IS A MEMBER**

#### **COMMONWEALTH OF NATIONS**

#### **NORTH ATLANTIC TREATY ORGANIZATION**

#### **UNITED NATIONS**

##### **United Nations Specialized Agencies**

- Food and Agriculture Organization
- International Bank for Reconstruction and Development
- International Civil Aviation Organization
- International Labour Organization
- International Monetary Fund
- International Telecommunication Union
- Educational, Scientific and Cultural Organization (UNESCO)
- Universal Postal Union
- World Health Organization
- World Meteorological Organization

##### **Other United Nations Continuing Bodies**

- Collective Measures Committee
- Disarmament Commission
- Disarmament Sub-committee
- Economic and Social Council<sup>2</sup> Commissions:
  - Commission on International Commodity Trade
  - Commission on Narcotic Drugs
  - Population Commission
  - Statistical Commission
- Korean Reconstruction Agency Advisory Committee
- Negotiating Committee for Extra-budgetary Funds
- Preparatory Committee for the Intergovernmental Maritime Consultative Organization
- United Nations Children's Fund Executive Board

##### **Commonwealth Organizations**

- Commonwealth Advisory Aeronautical Research Council
- Commonwealth Advisory Committee on Defence Science
- Commonwealth Agricultural Bureaux Executive Council
- Commonwealth Air Transport Council
- Commonwealth Economic Committee
- Commonwealth Liaison Committee
- Commonwealth Shipping Committee
- Commonwealth Telecommunications Board
- Imperial War Graves Commission
- South Pacific Air Transport Council

---

<sup>1</sup> Intergovernmental bodies only are included.

<sup>2</sup> Canada has been elected to the Economic and Social Council for a three-year term beginning January 1, 1956.

**United States—Canada Organizations**

International Boundary Commission  
International Joint Commission  
International Pacific Halibut Commission  
International Pacific Salmon Fisheries Commission  
Joint Committee on Trade and Economic Affairs  
Joint Industrial Mobilization Committee  
Permanent Joint Board on Defence

**Inter-American**

Commissions on Geography and Cartography of the Pan-American  
Institute of Geography and History  
Inter-American Radio Office  
Inter-American Statistical Institute  
Postal Union of the Americas and Spain

**Colombo Plan**

Consultative Committee on Co-operative Economic Development in  
South and Southeast Asia  
Council for Technical Co-operation in South and Southeast Asia

**Conservational<sup>3</sup>**

International Northwest Atlantic Fisheries Commission  
International North Pacific Fisheries Commission  
International Whaling Commission

**Economic<sup>4</sup>**

Contracting Parties to the General Agreement on Tariffs and Trade  
(GATT)  
Inter-Allied Reparations Agency  
Intergovernmental Committee for European Migration  
International Cotton Advisory Committee  
International Rubber Study Group  
International Sugar Council  
International Tin Study Group  
International Union for the Protection of Industrial Property  
International Union for the Protection of Rights of Authors over their  
Literary and Artistic Works  
International Union for the Publication of Customs Tariffs  
International Wheat Council  
International Wool Study Group  
Organization for European Economic Co-operation (as associate  
member)  
United Kingdom—Canada Continuing Committee on Trade and  
Economic Affairs

**Scientific**

International Bureau of Weights and Measures  
International Committee of Military Medicine and Pharmacy  
International Hydrographic Bureau  
International Institute of Refrigeration

---

<sup>3</sup> See also under United States—Canada Organizations.

<sup>4</sup> See also under previous headings.

## APPENDIX E

### INTERNATIONAL CONFERENCES HELD IN 1955 AT WHICH CANADA WAS OFFICIALLY REPRESENTED

#### United Nations Conferences

- Commission on International Commodity Trade (ECOSOC): 1st session, New York, Jan. 17.
- International Civil Aviation Organization: Council, 24th session, Montreal, Jan. 25; 25th session, May 17; 26th session, Oct. 25; 2nd Air Navigation Conference, Montreal, Aug. 30; Conference for the Amendment of the Warsaw Convention of 1929 for the Unification of Certain Rules relating to International Carriage by Air, The Hague, Sept. 6.
- Disarmament Sub-committee: London, Feb. 25; New York, June 1; Aug. 29. Disarmament Commission, New York, Nov. 23.
- International Labour Organization: Governing Body, 128th session, Geneva, March 2; 129th session, May 23; 130th session, Nov. 9; Conference, 38th session, June 2.
- United Nations Children's Fund Executive Board: New York, March 7; Sept. 8; Nov. 22.
- Population Commission (ECOSOC): 8th session, New York, March 14.
- Commission on Narcotic Drugs (ECOSOC): 10th session, New York, April 18.
- International Technical Conference on the Conservation of the Living Resources of the Sea: Rome, April 18.
- World Health Organization: Executive Board, 15th session, Geneva, Jan. 18; Assembly, 8th session, Mexico, May 10.
- World Meteorological Organization: Congress, 2nd session, Geneva, April 14.
- United Nations Tenth Anniversary Meeting: San Francisco, June 20.
- Conference on the Peaceful Uses of Atomic Energy: Geneva, Aug. 8.
- United Nations Congress on the Prevention of Crime and the Treatment of Offenders: Geneva, Aug. 22.
- International Bank for Reconstruction and Development, and International Monetary Fund: Boards of Governors, 10th meeting, Istanbul, Sept. 12.
- United Nations General Assembly: New York, Sept. 20.
- United Nations Wheat Conference: Geneva, Oct. 26.
- Food and Agriculture Organization: Conference, 8th session, Rome, Nov. 4; Council, Nov. 28.

#### Other Conferences

- Commonwealth Prime Ministers' Meeting: London, Jan. 31.
- North Atlantic Council: ministerial meetings, Paris, May 9; July 16; Oct. 25; Dec. 15; defence ministers' meeting, Oct. 10.
- International Whaling Commission: 7th annual meeting, Moscow, July 18.
- Intergovernmental Committee for European Migration: Council, 2nd session, Geneva, April 27; 3rd session, Oct. 17.
- Commonwealth Survey Officers' Conference: Cambridge, England, Aug. 15.
- International Congress on Refrigeration: 9th session, Paris, Aug. 31.
- General Agreement on Tariffs and Trade: intersessional committee of Contracting Parties, Geneva, Sept. 22; Contracting Parties, 10th session, Oct. 27.



- Joint United States—Canadian Committee on Trade and Economic Affairs: Ottawa, Sept. 26.
- Consultative Committee on Co-operative Economic Development in South and Southeast Asia: preparatory meeting of officials, Singapore, Sept. 29; Committee, 7th meeting, Oct. 17.
- Postal Union of the Americas and Spain: Congress, 7th session, Bogota, Oct. 12.
- United Kingdom—Canada Continuing Committee on Trade and Economic Affairs: Ottawa, Oct. 13; Dec. 8.
- International North Pacific Fisheries Commission: 2nd annual meeting, Tokyo, Oct. 31.
- Commonwealth Patent Conference, Canberra, Nov. 9; Commonwealth Trade Mark Conference, Nov. 23.
- Commonwealth Advisory Aeronautical Research Council: 4th session, Canberra, Nov. 11.
- North Pacific Fur Seals Conference: Washington, Nov. 28.

## APPENDIX F

# INTERNATIONAL AGREEMENTS TO WHICH CANADA IS A PARTY: DEVELOPMENTS DURING 1955

### 1. Multilateral Agreements

*Procès-Verbal* extending the validity of the declaration of Oct. 24, 1953, regulating the commercial relations between certain contracting parties to the General Agreement on Tariffs and Trade and Japan; done at Geneva Feb. 1, 1955. Signed by Canada April 7, 1955. Entered into force for Canada April 7, 1955.

*Agreement* on North Atlantic ocean stations, signed at Paris Feb. 25, 1954; Canada's instrument of acceptance deposited July 13, 1954. Entered into force Feb. 1, 1955.

*Agreement* with Egypt on Commonwealth war graves, signed at Alexandria June 8, 1952. Entered into force Feb. 28, 1955.

*Protocol* to the North Atlantic Treaty on the accession of the Federal Republic of Germany; signed at Paris Oct. 23, 1954. Canada's instrument of acceptance deposited April 29, 1955. Entered into force May 5, 1955.

*Convention* on the presence of foreign forces in the Federal Republic of Germany; done at Paris Oct. 23, 1954. Canada's instrument of accession deposited May 3, 1955. Entered into force May 6, 1955.

*Agreement* with Italy on Commonwealth war graves, signed at Rome Aug. 27, 1953. Entered into force May 20, 1955.

*Agreement* concerning the International Institute of Refrigeration (replacing the Convention of June 21, 1920, as modified on May 31, 1937); done at Paris Dec. 1, 1954. Signed by Canada May 31, 1955.

*Convention* concerning customs facilities for touring; done at New York June 4, 1954. Canada's instrument of accession deposited June 1, 1955.

*Customs Convention* on the temporary importation of private road vehicles; done at New York June 4, 1954. Canada's instrument of accession deposited June 1, 1955.

*Fourth Protocol* of rectifications and modifications to the annexes and to the texts of the schedules of the General Agreement on Tariffs and Trade; done at Geneva March 7, 1955. Signed by Canada June 6, 1955.

*Protocol* of terms of accession of Japan to the General Agreement on Tariffs and Trade; done at Geneva June 7, 1955. Signed by Canada June 7, 1955.

*Protocol* amending Part I and Articles 29 and 30 of the General Agreement on Tariffs and Trade; done at Geneva March 10, 1955. Signed by Canada June 23, 1955.

*Protocol* amending the Preamble and Parts II and III of the General Agreement on Tariffs and Trade; done at Geneva March 10, 1955. Signed by Canada June 23, 1955.

*Protocol* of rectifications to the French text of the General Agreement on Tariffs and Trade; done at Geneva June 15, 1955. Signed by Canada June 23, 1955.

*Declaration* on the continued application of the schedules annexed to the General Agreement on Tariffs and Trade; done at Geneva March 10, 1955. Signed by Canada June 23, 1955.

*Agreement* between the parties to the North Atlantic Treaty for co-operation regarding atomic information; done at Paris June 22, 1955. Signed by Canada June 22, 1955. Canada's notification of acceptance Aug. 26.

*Agreement* with Japan on Commonwealth war graves. Signed at Tokyo Sept. 21, 1955.

*Articles of Agreement* of the International Finance Corporation. Signed by Canada Oct. 25, 1955. Canada's instrument of acceptance deposited Oct. 25, 1955.

## 2. Bilateral Agreements

### Ceylon

*Exchange of Notes* supplementary to Exchange of Notes of July 11, 1952, for the co-operative economic development of Ceylon. Signed at Colombo July 5, 1955. Entered into force July 5, 1955.

### Denmark

*Agreement* for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income. Signed at Ottawa Sept. 30, 1955.

### Ethiopia

*Exchange of Notes* constituting a *modus vivendi* to regulate commercial relations. Signed at Addis Ababa June 3, 1955. Entered into force June 3, 1955.

### France

*Exchange of Notes* concerning modification of the 1950 air agreement between Canada and France. Signed at Ottawa July 30, 1954, and Oct. 29, 1955. Entered into force Oct. 29, 1955.

### India

*Exchange of Notes* regarding the construction of the Umtru hydro-electric project in Assam. Signed at New Delhi Jan. 11, 1955. Entered into force Jan. 11, 1955.

### Ireland

*Agreement* for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income; signed at Ottawa Oct. 28, 1954. Instruments of ratification exchanged Dec. 20, 1955. Entered into force Dec. 20, 1955.

*Agreement* for the avoidance of double taxation and the prevention of fiscal evasion with respect to duties on the estates of deceased persons; signed at Ottawa Oct. 28, 1954. Instruments of ratification exchanged Dec. 20, 1955. Entered into force Dec. 20, 1955.

### Israel

*Exchange of Notes* respecting the waiving on a reciprocal basis of non-immigrant visa fees. Signed at Jerusalem and Tel Aviv Feb. 7, Aug. 2, and Aug. 15, 1955. Entered into force Sept. 1, 1955.

### Japan

*Agreement* for air services between Canada and Japan. Signed at Ottawa Jan. 12, 1955. Entered into force July 20, 1955.



*Exchange of Notes* respecting the waiving on a reciprocal basis of non-immigrant visa fees. Signed at Ottawa June 13, 1955. Entered into force July 1, 1955.

#### Mexico

*Exchange of Notes* respecting air services. Signed at Mexico Oct. 28, 1955. Entered into force Oct. 28, 1955.

#### Norway

*Exchange of Notes* respecting the loan by Canada to Norway of three Prestonian class frigates. Signed at Ottawa Dec. 20, 1955. Entered into force Dec. 20, 1955.

#### Pakistan

*Exchange of Notes* concerning the Warsak Multipurpose Project. Signed at Karachi Nov. 9, 1955. Entered into force Nov. 9, 1955.

#### Peru

*Agreement* for air services; signed at Lima Feb. 18, 1954; entered into force provisionally Feb. 18, 1954. Instruments of ratification exchanged Feb. 17, 1955. Entered into force definitively Feb. 18, 1955.

#### Portugal

*Trade Agreement*; signed at Lisbon May 28, 1954; entered into force provisionally July 1, 1954. Instruments of ratification exchanged April 29, 1955. Entered into force definitively April 29, 1955.

#### Union of South Africa

*Exchange of Notes* regarding the temporary suspension of the margin of preference on wool. Signed at Cape Town Jan. 20 and March 21, 1955. Entered into force April 1, 1955.

*Exchange of Notes* concerning tariffs on wool, molasses, and unmanufactured hardwood. Signed at Ottawa Sept. 13 and Oct. 26, 1955. Entered into force April 1, 1955.

#### United States of America

*Exchange of Notes* governing the establishment of a distant early warning system in Canadian territory. Signed at Washington May 5, 1955. Entered into force May 5, 1955.

*Exchange of Notes* amending the Exchange of Notes of Nov. 4 and 8, 1952, and May 1 and July 31, 1953, for the establishment of United States global communications facilities in Newfoundland. Signed at Ottawa March 31 and June 8, 1955. Entered into force June 8, 1955.

*Agreement* regarding the rate of duty on fish sticks and similar products. Signed at Geneva June 8, 1955. Entered into force June 8, 1955.

*Exchange of Notes* constituting an agreement for the establishment of certain radar stations in the Newfoundland-Labrador area. Signed at Ottawa June 13, 1955. Entered into force June 13, 1955.

*Exchange of Notes* constituting an agreement for the establishment of certain radar stations in British Columbia, Ontario, and Nova Scotia. Signed at Ottawa June 15, 1955. Entered into force June 15, 1955.

*Agreement* for co-operation regarding atomic information for mutual defence purposes. Signed at Washington June 15, 1955. Brought into force by Exchange of Notes signed at Washington July 22 and 25, 1955.

*Agreement* for co-operation concerning civil uses of atomic energy. Signed at Washington June 15, 1955. Brought into force by Exchange of Notes signed at Washington July 21 and 22, 1955.

*Exchange of Notes* regarding financial arrangements for furnishing supplies and port services to visiting naval vessels of either country. Signed at Ottawa July 21, 1955. Entered into force Oct. 19, 1955.

*Exchange of Notes* respecting the construction and operation of a petroleum products pipeline between the United States Air Force dock at St. John's and Pepperrell Air Force Base in Newfoundland. Signed at Ottawa Sept. 22, 1955. Entered into force Sept. 22, 1955.

*Convention* on Great Lakes fisheries; signed at Washington Sept. 19, 1954. Instruments of ratification exchanged Oct. 11, 1955. Entered into force Oct. 11, 1955.

*Exchange of Notes* concerning the relocation of Roosevelt Bridge crossing Cornwall South Channel. Signed at Ottawa Nov. 16 and 17, 1955.

#### **Venezuela**

*Exchange of Notes* renewing the terms of the commercial *modus vivendi* of Oct. 11, 1950 for a period of one year. Signed at Caracas Sept. 19 and Oct. 11, 1955.

## APPENDIX G

### PUBLICATIONS OF THE DEPARTMENT

#### 1. Printed Publications

The following publications are issued in English and French and are obtainable from the Queen's Printer, Ottawa.

*Report of the Department of External Affairs.* Report to Parliament covering the work of the Department during each calendar year. Price: Canada and the United States, 25 cents; other countries, 30 cents.

*Canada Treaty Series.* Texts of treaties, conventions, and other agreements concluded between Canada and other countries. Price: Canada and the United States, 25 cents; other countries, 30 cents.

*Conference Series.* Reports on the proceedings of certain international conferences in which Canada has participated since 1945. The following are included in this series:

*Canada and the United Nations.* An annual report on Canadian participation in the work of the United Nations and its Specialized Agencies. Price: Canada and the United States, 50 cents; other countries, 60 cents.

*London and Paris Agreements.* Conference Series 1955 No. 1. A selection of documents resulting from meetings held in London and Paris concerning the accession of the Federal Republic of Germany to the North Atlantic Treaty Organization. Price: Canada and the United States, 50 cents; other countries, 60 cents.

*Canadian Representatives Abroad and Representatives of Other Countries in Canada.* A quarterly directory of Canadian diplomatic, consular, and trade offices abroad and of diplomatic, consular, and trade offices of other countries in Canada. Price: annual subscription, \$1.00; single copies, Canada and the United States, 25 cents; other countries, 30 cents.

*Diplomatic Corps.* Published quarterly. Price: Canada and the United States, 15 cents; other countries, 20 cents.

*External Affairs.* A monthly bulletin containing articles on subjects of current international interest and official statements of Canadian foreign policy. Price: annual subscription, \$1.00; students, 50 cents.

*Canada in Pictures.* A pictorial presentation of Canada for distribution abroad. Published in English, French, Danish, Dutch, German, Italian, Portuguese, Spanish, and Swedish. Price: 10 cents.

#### 2. Mimeographed Publications

Except where indicated, these publications are not distributed in Canada. Most are produced also in French. Some are available in German, Italian, and Spanish.

*Canadian Weekly Bulletin.* A summary of news and developments.

*Fact Sheets.* Concise factual information on Canadian geography, history, natural resources, etc.



*Reference Papers.*<sup>1</sup> Background information on various aspects of Canadian affairs.

*Reprints.* Articles on Canada and Canadian affairs reprinted from a variety of sources, chiefly from Canadian periodicals.

*Statements and Speeches.*<sup>1</sup> Full texts of important official speeches on external or domestic affairs.

*Supplementary Papers.*<sup>1</sup> Full texts of statements and reports, mainly on specialized subjects, supplementing the Statements and Speeches series.

*Press Releases*<sup>2</sup> in English and French on appointments, distinguished visitors, presentation of letters of credence, conclusion of international agreements, delegations to international conferences, etc.

---

<sup>1</sup> Items which deal with international affairs are distributed in Canada. They are free of charge and may be obtained on a mailing-list basis from the Information Division, Department of External Affairs, Ottawa.

<sup>2</sup> Obtainable without charge on a mailing-list basis from the Press Office, Department of External Affairs, Ottawa.















ou.Doc  
an

Canada. External Affairs, Dept. of

1 EA

1955

# REPORT

of the

Department of External Affairs







Canada

**REPORT**  
**of the**  
**DEPARTMENT OF**  
**EXTERNAL AFFAIRS**  
**1956**

**Submitted to Parliament under the Provisions of the  
Department of External Affairs Act**

**Edmond Cloutier, C.M.G., O.A., D.S.P.  
Queen's Printer and Controller of Stationery  
Ottawa, 1957**

*Price: 25 cents*





## FOREWORD

As this 47th Annual Report of the Department of External Affairs goes to press, there are numerous and serious problems of international affairs still unresolved; many of them are under discussion or negotiation, at the United Nations and elsewhere. The consequences of United Nations discussions, and the part which the Canadian Delegation has played in their conduct, will be reviewed in "Canada and the United Nations", which will be prepared and made public as soon as possible after the conclusion of this 11th Session of the United Nations General Assembly.

A year ago, in my preface to the Annual Report for 1955, I observed that we could look forward to a turbulent year and that, so far as one could see, this would probably be a recurring theme in annual summaries for some time to come. However great our misgivings may have been then, I doubt if we could have anticipated all the problems which we have now inherited from the past year. Dilemmas and difficulties which confronted us in January 1956 remain unsettled; indeed, some of them now face us in an aggravated form. But, in addition to these old problems, the year 1956 has left us a dubious legacy of new and complex questions which we are now trying to solve against a background of world events which challenge our skill, our strength and our determination.

It seems to me pointless to brood about the misunderstandings, the errors of judgment, the lack of confidence and co-operation between free nations which have had much to do with bringing us to the present situation, especially as the responsibility for these weaknesses must be shared among many governments. It would be unrealistic to pretend that the North Atlantic Alliance, the bastion of the free world, was not shaken by the events of last autumn. Even the strong and cherished, if flexible, ties of the Commonwealth were severely tested. We know what has taken place. It is now our duty to ensure that the old relations of firm friendship and close co-operation, on which our security depends, are firmly re-established on a more secure and more permanent foundation than before.

In spite of the depressing events which brought 1956 to a close, this last year was not entirely one of setback and gloom. Through the tragic sufferings of the Hungarian people, the entire free world and, surely, those nations which are somewhat curiously described as "uncommitted", must have come to a final realization that the amiable façade of Soviet co-existence conceals the brutal Soviet conception of international relations as a jungle where the strong do what they will and the weak suffer what they must. But the agony of Hungary has been a bitter price to have this evident truth demonstrated once again.

There is another development and from this we can gain comfort. The forces of freedom are fermenting in those communist countries which have previously had to submit to the totalitarian tyranny of Moscow. The results of this may be important ultimately in terms of international security and the solution of international problems. Indeed, these forces

are working in Russia itself. The instinct for freedom—personal and national—cannot be destroyed in any people. There is a ray of hope for the end of the cold war in this development.

To counter-balance in some measure and in another field the discouragements which we have experienced in 1956 is the fact that the United Nations has been given at least the opportunity to act in a way which would increase its authority and its value. It is true that the United Nations has been shown to be unable to take effective action in such circumstances as surrounded the brutalities in Hungary; nonetheless, the conscience of the world was effectively aroused against the invader through the world organization, and its condemnation was unequivocally expressed in this worldwide forum. The United Nations has also been able to establish an Emergency Police Force in the Middle East whose operations we are all watching with concern because of their effect, not only on the pacification of the area, but also on the future of the United Nations itself in the field of security.

It must be remembered that the United Nations has no authority apart from the strength which its members contribute to it. The present United Nations Force, for instance, consists of national elements under the ultimate control of their home governments. It can act only through resolutions of the General Assembly which are merely recommendations and not instructions. If belligerent states were well-disposed to resolve their differences, there would be little need for a United Nations Force and, if they are not so disposed, the United Nations would have need of forces which it would be unrealistic to expect would be forthcoming. We have, however, made a beginning through this Force in creating machinery for supervision of the peace through Assembly action. In this way we have been able to introduce a new element into the conduct of international relations which may become important if—and it is well to emphasize the “if”—it works effectively on this occasion.

I mentioned last year that the Canadian role in international affairs was not likely to diminish. Indeed it has increased, and its execution has taxed the resources of the Department. Throughout the year we have taken an active part in international conferences of many kinds; and have in many far-off places taken on responsibilities for preserving the peace and helping to make effective international decisions. I do not think that it can be said that Canada is shirking its international obligations.

I should like to join the Under-Secretary in paying a very sincere tribute to the work of the members of the Department, both at home and abroad (some of the latter in trying circumstances). If Canada has been asked recently to play a difficult and important part in many aspects of international affairs, and has done it worthily, this is due in large part to the men and women of the Department of External Affairs who have, with devotion and skill, carried out the task allotted to them.

February 7, 1957

*L B Pearson*

Secretary of State  
for External Affairs



Hon. L. B. PEARSON, M.P.,  
Secretary of State for External Affairs.

As required by the Department of External Affairs Act, I have the honour to submit to you for presentation to Parliament the forty-seventh report of the Department, covering the calendar year 1956.

I am glad to have the opportunity of expressing my appreciation of the way in which all members of the staff, at home and abroad, have fulfilled their duties, at times under difficult conditions.

JULES LÉGER  
*Under-Secretary of State  
for External Affairs.*

OTTAWA, January 21, 1957.

## CONTENTS

	PAGE
FOREWORD .....	iii
LETTER OF TRANSMITTAL .....	v
 CHAPTER	
I. General Survey .....	1
II. The United Nations .....	4
III. The North Atlantic Treaty Organization .....	9
IV. The Commonwealth of Nations .....	12
V. Europe .....	15
VI. The Middle East .....	23
VII. The Americas .....	27
VIII. East Asia .....	32
IX. Legal and Consular Affairs .....	37
X. Economic Affairs .....	40
XI. Information and Cultural Affairs .....	46
XII. Organization and Administration of the Department .....	51
 APPENDIX:	
A. Organization of the Department at Ottawa .....	53
B. Canadian diplomatic and consular representation abroad.....	54
C. Diplomatic and consular representation of other countries in Canada .....	56
D. International associations and organizations of which Canada is a member .....	58
E. International conferences at which Canada was represented....	61
F. International agreements to which Canada is a party: develop- ments during 1956 .....	63
G. Publications of the Department .....	66

# REPORT OF THE DEPARTMENT OF EXTERNAL AFFAIRS, 1956

---

## I

### GENERAL SURVEY

Throughout 1956 international affairs were of compelling interest to Canada. In a varied series of important developments there were some surprises, some gains for the cause of peace and security, and some serious setbacks. In the chapters that follow the principal themes—and more especially those of particular concern to Canada—are briefly examined.

Though the cold war still goes on some advances in the broad field of economic well-being were made. As a result of a conference held in New York in September and October, the representatives of seventy countries signed the Statute of the International Atomic Energy Agency. Pending ratification, a Preparatory Commission will make preliminary arrangements for the establishment of the Agency, which, when in operation, will be in a position to assist a large number of countries. The Colombo Plan continued to be actively implemented. For its part, Canada increased its contribution to the Plan, as it did to the United Nations Programme for Technical Assistance. Progress was made by the six European governments concerned in the projects of a common market area and Euratom—the proposed European agency for co-operation in the peaceful uses of atomic energy.

The friendly and close character of relations within the Commonwealth was demonstrated in particular by the Prime Ministers' Meeting in London in June. The unhappy events which took place later in the Middle East imposed a severe strain for a time on those relations because of differences of policy between the United Kingdom and the three Asian members. Nevertheless there was a genuine desire on the part of all concerned to ease the strains and remove the differences. Progress has been made toward that essential objective.

Within the Commonwealth itself a number of changes have taken place. In March the Republic of Pakistan was proclaimed. Negotiations between the United Kingdom Government and representatives of Malaya resulted in the signature of an agreement under which the Federation would be granted sovereignty, with August 31, 1957 set as the expected date for independence. The Gold Coast, under the name of Ghana, will be granted independence within the Commonwealth on March 6, 1957. Legislation was passed in London to provide for a Caribbean Federation. Thus the Commonwealth continued to grow and adapt itself to changing conditions.

The North Atlantic Treaty Organization, too, was alert to new developments. From one point of view there was no change: the threat to the West remained undiminished. While, however, the military respon-



sibilities of NATO were no less and required continued attention, it was seen that the political and economic problems common to the NATO Powers were such as to demand increased study. At the Ministerial Meeting of the Council in May a Committee of Three Foreign Ministers—those of Italy, Norway, and Canada—was appointed to “advise the Council on ways and means to improve and extend NATO co-operation in non-military fields and to develop greater unity within the Atlantic Community.” The Report of the Committee, which was published in December, examines political co-operation, economic co-operation, cultural co-operation, co-operation in the information field, and the organization of NATO as applied to its non-military aspects. This Report was approved by the Council at its December meeting.

The United Nations, increasingly representative through the addition of new members, became in 1956 more than ever the forum for discussion and negotiation of problems; in particular it was seized of the critical situations that arose in Eastern Europe and the Middle East in the late months of the year. This latter problem is proving to be one of critical importance as a test of the value of the Assembly in the field of peace preservation.

One of the main factors influencing international affairs in the post-war years has been the foreign policy of the Soviet Union. During the early months of 1956 there were indications that that policy was departing in some respects from the rigidities of the Stalinist era. Western governments were under no delusion as to the continuation of the threat to the security of the non-communist world; nor, in particular, did they interpret the modifications in Soviet policy as detracting from the necessity of NATO as a protection against any possible Soviet military aggression. There were, however, some signs of a desire amongst the Soviet leaders to raise the iron curtain. Through the gap visitors passed more freely than in the past between the Soviet Union and Western countries. Cautious hopes arose that the Soviet Union, influenced not least by the appalling prospect of nuclear war, would develop a new interest in meaningful negotiations with non-communist states.

Such budding hopes as may have been briefly cherished were, ironically, frozen by the brutal termination of what had seemed to be a more liberal attitude toward the states in Eastern Europe that were under Russian domination. Partly as a necessary corollary of some degree of reconciliation with Yugoslavia, the Soviet Government had given promise of loosening the straitjacket of Moscow control. The response in Eastern European states demonstrated the desire, which had been known to exist, for return toward personal and national freedom. Poland did achieve some success in moving toward these ends, but the later Hungarian attempts to go further by withdrawing from the Warsaw Treaty and planning for free elections went beyond the boundaries permitted to a satellite state, so on November 4 the Soviet Army intervened to crush what had developed into a revolution of national liberation. An attempt to have the Security Council deal with the Hungarian question was blocked by a Soviet veto. However, this was in turn overcome by transferring the question to the General Assembly, following the pattern followed a few days earlier in the similar situation that had developed in connection with the Middle Eastern item.

An emergency session of the General Assembly had already been called because of the inability of the Security Council to deal with the outbreak of hostilities in the Middle East in the face of vetoes by permanent members. For the first time the "Uniting for Peace" Resolution of 1950 was invoked, allowing the Assembly to be convened and to consider the critical situation that had arisen. Thus, throughout November and December the Assembly, first in special and then in regular session, devoted a great deal of time to these matters. On the Middle East rapid action was taken. Arrangements were made for a cease-fire, withdrawal of foreign forces from Egyptian territory, the establishment of a United Nations Emergency Force, and the clearance of the Suez Canal. No comparable progress was made in respect of the situation in Hungary. The efforts of the General Assembly to send observers to Hungary to examine the position at first hand were frustrated by the refusal of the Soviet Government and the Hungarian Government to allow either the Secretary-General or his representatives to make such an investigation. Similarly the Soviet Government brusquely ignored requests that its troops should be withdrawn from Hungarian territory. The Assembly had, perforce, to restrict its activities to debate in which the situation, in so far as it was known, was described before the world in all its grim tragedy. For Canada, as for other individual countries, it remained during 1956 only to assist the political refugees who daily streamed into Austria, both by public and private financial aid and by accepting a share of them as immigrants.

Thus, as the year drew toward its end, the two situations most threatening to peace had—with a host of other complicated problems—been brought before the organization set up, above all, to preserve peace. That the United Nations was only partly successful does not remove the significance of what it did accomplish. In terms of the hopes and ideals of 1945, neither the limited degree of success nor the means by which it was achieved would have been expected; but in terms of the disappointments in subsequent years the record of the United Nations in 1956 gives some cause for encouragement.

During the year the Government welcomed to Canada the Crown Prince of Laos, the President of Indonesia, the President of Italy, and the Vice-President of Brazil. Amongst other distinguished visitors were the Prime Ministers of Australia, Ceylon, India, New Zealand and the United Kingdom, and the Deputy Prime Minister of Laos; the Secretary of State for Foreign Affairs of the United Kingdom, and the Ministers of External Affairs of Australia and New Zealand; Ministers of cabinet rank from thirteen countries; the retiring Supreme Allied Commander in Europe; and a large number of senior government officials and representatives of international organizations. Thus were afforded many opportunities of discussions on international questions of common concern, complementary to those conducted through regular diplomatic channels and in international organizations of which Canada is a member.



## II

### THE UNITED NATIONS

#### 1. General

The past year has been a critical one for the United Nations, which was called upon to deal with major crises both in the Middle East and in Hungary and to take action for the first time under the "Uniting for Peace" Resolution passed by the General Assembly in 1950. However, as the eleventh session of the General Assembly did not convene until November 12, 1956, two months later than usual, and is scheduled to continue until February 1957, a substantial part of its activities will fall outside the scope of this report. Nevertheless, as the year closed, it was evident that the United Nations, and more particularly the General Assembly and the Secretary-General, had gained greatly in prestige and acquired renewed significance as international instruments for the preservation of peace.

Canada was represented at the General Assembly by a delegation led by the Secretary of State for External Affairs, Mr. L. B. Pearson. During the past year Canada served on a large number of United Nations bodies; the detailed list is provided in Appendix D, "International Associations and Organizations of which Canada is a Member".

The Security Council unanimously recommended the application for membership in the United Nations of Japan and of three new states, Sudan, Tunisia and Morocco, and approval was subsequently given to their admission by the General Assembly, bringing the total membership of the United Nations to 80. One of the matters of major concern to the Security Council during the year was the Arab-Israeli conflict, which erupted into open hostilities in late October with an Israeli invasion of the Sinai Peninsula and the intervention in Egypt of the armed forces of the United Kingdom and France. A second matter of the gravest importance was the armed conflict in Hungary in which the Soviet Army was directly involved. Both subjects were considered by the Security Council, which was prevented from taking action by the vetoes of the United Kingdom and France in the first instance and the veto of the U.S.S.R. in the second. As a result these problems were brought before the General Assembly under the terms of the 1950 "Uniting for Peace" Resolution and two emergency special sessions of the General Assembly were convened, the first from November 1-10 to consider the situation in the Middle East, the second from November 4-10 to consider the situation in Hungary. Subsequently both problems were placed on the agenda of the eleventh regular session.

Details of Canada's position on the crises in the Middle East and in Hungary may be found in the chapters on the Middle East and Europe. With regard to the Middle East, Canada took the initiative in proposing that a United Nations Emergency Force be set up to secure and supervise cessation of hostilities, and subsequently supported a resolution calling



upon the United Kingdom, France and Israel to withdraw their forces from Egypt. Canada joined in condemning Soviet intervention in the internal affairs of Hungary and supported resolutions calling for the immediate withdrawal of Soviet forces from the country and the admission of United Nations observers.

During the year Major-General E. L. M. Burns continued his distinguished service as Chief of Staff of the United Nations Truce Supervision Organization in Palestine under conditions of increasing difficulty as tensions in the area rose, until in November he was entrusted with the organization and command of the United Nations Emergency Force established by the General Assembly.

The membership and achievements of the Specialized Agencies continued to expand in 1956 and Canada played an active part in their work and development. In May Canada was elected to a 3-year term on the Executive Board of the World Health Organization (WHO) from which it had retired in 1955. Preparations are being made for the Congress of the Universal Postal Union, which meets every five years, to assemble in Ottawa in August 1957.

In September Canada signed a Supplementary Convention on Slavery which was drafted by a Conference of Plenipotentiaries meeting in Geneva. The signatories of the Convention pledge the support of their governments for the abolition of institutions and practices analogous to slavery which are not covered by the International Slavery Convention of 1926.

United Nations technical assistance to underdeveloped countries and the establishment of the International Atomic Energy Agency are discussed in the chapter on Economic Affairs. Canada's participation in the work of UNESCO and attendance at the ninth session of the General Conference in New Delhi are dealt with in the chapter on Information and Cultural Activities.

## 2. Disarmament

The Sub-Committee of the Disarmament Commission, consisting of representatives of Canada, France, the Union of Soviet Socialist Republics, the United Kingdom and the United States, met in London from March 19 to May 4. Continuing along the lines of their original initiative of June 1954, the United Kingdom and France submitted on March 19 a working document which was a synthesis of earlier proposals providing for a comprehensive disarmament programme. The synthesis included all the measures of disarmament, both conventional and nuclear, which in the present state of scientific knowledge were considered susceptible of effective control. The first stage of the programme was designed to be implemented in current circumstances and subsequent stages would follow as international confidence grew and political settlements were reached. On March 27 the Soviet Union tabled a proposal providing for reductions in armed forces and conventional armaments only. The force levels proposed were those advocated earlier by the Western Powers for the final levels in a comprehensive programme. The Soviet proposals on control reflected two important advances over previous positions: they defined in general terms the "objects of control" and they prescribed that the international control organ should be in position before disarmament measures began. The United States circulated on April 4 a working paper

on measures, both conventional and nuclear, which might be included in the first phase of a disarmament programme. In this first phase the United States proposed that ceilings on the armed forces of the United States, the Soviet Union and China be fixed at 2.5 million and on those of France and the United Kingdom at 750,000. Discussion on these three main documents and a number of other papers was suspended on May 4 and a report was submitted to the Disarmament Commission. At this closing meeting the four Western members of the Sub-Committee presented a declaration of six principles which should govern disarmament.

On May 14 the Soviet Union Government announced that the Soviet armed forces would be reduced by 1,200,000 by May 1, 1957. The statement containing this announcement was transmitted by letters from Premier Bulganin dated June 6 to Prime Minister St. Laurent and the heads of government of the United Kingdom, the United States, France, Germany, Italy and Turkey. All recipient governments being members of the North Atlantic Council, consultations took place in the Council to ensure co-ordination of the replies. The Prime Minister's reply dated July 16 took full account of the views of Canada's partners in NATO.

The Disarmament Commission met in New York from July 3 to 16. At the outset the United Kingdom representative, on behalf of Canada, France, the United Kingdom and the United States, tabled a draft resolution rehearsing the basic principles contained in the four-power declaration of May 4. The Soviet Union in a counter-proposal accepted conditionally the force levels for a first stage proposed by the United States in the Sub-Committee. On the nuclear side the Soviet Union proposed a renunciation of the use of atomic and hydrogen weapons, a series of agreements leading to the total elimination of nuclear weapons, and the immediate cessation of nuclear tests. In search of compromise, the Yugoslav Delegation proposed that the Sub-Committee be instructed to seek agreement on such disarmament measures as are now feasible and on such forms and degrees of control as are required for those measures. None of these proposals was put to the vote; a Peruvian draft resolution requesting the Sub-Committee to study the various new proposals was adopted by ten votes to one (U.S.S.R.) with one abstention (Yugoslavia).

On November 17 the Soviet Union published a document on disarmament consisting of: (a) a political statement, the general burden of which was that the Soviet Union had never been relatively so strong in Europe; (b) proposals on disarmament including a scheme for aerial inspection astride the dividing line in Europe; and (c) suggestions concerning negotiating procedures. These proposals were officially transmitted to Canada on November 20. Speaking in the opening debate of the General Assembly on December 3, the Canadian representative noted that, while the Soviet authorities appeared to accept the principle of aerial inspection, the limited way in which they proposed to apply it would scarcely contribute to the original purpose, which was to provide against surprise attack. The Canadian representative also suggested that it might be profitable if future attention could be focused on the possibility of reaching agreement on a first step in disarmament.



### 3. Refugees

The tragic problem of refugees (the United Nations defines a refugee as a person who has left the country of his normal residence because of fear of persecution) still confronts the United Nations in Europe, Asia, and the Middle East. At the beginning of October 1956, there were about 300,000 refugees in Europe, and 70,000 of them were still living in refugee camps. The Office of the United Nations High Commissioner for Refugees, through its four-year (1955-58) programme and refugee fund (UNREF), is endeavouring to find permanent solutions for this problem by settling and assisting these people. The High Commissioner also has under his mandate about 14,000 refugees of European origin in China. Then, beginning in October, the work of the United Nations High Commissioner for Refugees was vastly increased by the flight from Hungary to Austria of more than 150,000 persons. Dr. J. G. van Heuven Goedhart, who had been High Commissioner for Refugees since 1950, died suddenly on July 8 and the eleventh session of the General Assembly on December 10 elected by acclamation Mr. Auguste R. Lindt as his successor.

Refugees in the Middle East constitute a separate problem of huge proportions and in this area 950,000 Arabs who fled from their homes in Palestine during the 1949 hostilities continue to receive assistance from the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA).

For the European refugee work Canada gave to UNREF \$125,000 in 1956, and for the refugee work in the Middle East Canada contributed a sum of \$500,000 to UNRWA and thus became the fourth largest contributor. In order to assist with Hungarian relief, a special gift of \$1 million was provided by the Canadian Parliament, and of this amount \$250,000 had been forwarded to the High Commissioner for Refugees by the end of 1956. In addition, free transportation was provided for the movement of Hungarian refugees to Canada as immigrants, and by December 31 more than 4,300 of them had arrived in Canada.

### 4. ECOSOC

The 18-member Economic and Social Council (ECOSOC) is responsible, under the General Assembly's authority, for promoting higher standards of living and, generally, conditions of economic, social and cultural progress. In the fulfilment of its functions, it is assisted by eight Functional Commissions, by three Regional Economic Commissions, by special bodies, by Standing Committees and, finally, by *ad hoc* committees and by the Specialized Agencies.

During the past year Canada resumed membership in ECOSOC, on which it previously served from 1946-48 and 1950-52, and was re-elected to the Population Commission and the United Nations Commission on International Commodity Trade. Canada was also a member of the Statistical Commission, of the Narcotic Drugs Commission and of the Executive Board of UNICEF.

In 1956 Canada attended the 21st Session of ECOSOC in New York from April 17 to May 4, at which Mr. R. A. MacKay, Permanent Representative of Canada to the United Nations, headed the delegation; the



22nd in Geneva from July 9 to August 10, at which the delegation was led by Mr. Lucien Cardin, Parliamentary Assistant to the Secretary of State for External Affairs; and the short resumed 22nd Session in New York late in December. At these conferences the delegations played an active part in the deliberations of the Council, called attention to the need for closer co-ordination of United Nations economic and social policies and made a constructive contribution to the adoption of resolutions acceptable to the majority of members on a number of controversial issues, including industrialization, technical assistance, the establishment of a World Food Reserve and of a Special United Nations Fund for Economic Development.

Among the most important subjects debated at the 21st and 22nd Sessions of ECOSOC were: the use of water resources, atomic and other new sources of energy for economic development, industrial development and the improvement of industrial productivity, international co-operation on cartography, advisory services in the field of human rights, a supplementary convention on the abolition of slavery and institutions and practices similar to slavery, and the work of UNICEF and of the Office of the High Commissioner for Refugees. The economic aspects of the work of ECOSOC are dealt with in the chapter on Economic Affairs.

Several of the Functional Commissions and subsidiary bodies of ECOSOC also met during 1956. Canada was represented at the following conferences: (a) the Ninth Session of the Statistical Commission which met in New York from April 16 to May 2; (b) the Eleventh Session of the Commission on Narcotic Drugs, which was held in Geneva from April 23 to May 18; (c) the Third Session of the Commission on International Commodity Trade, in New York, from May 7 to 18; and (d) the Sessions of the Executive Board of UNICEF, in New York, in March and October.

## 5. Financial Contributions

For the year 1956 Canada was assessed 3.63 per cent of the United Nations administrative budget which was \$48.6 million. Thus Canada's share amounted to \$1.6 million. The total of Canada's assessments for the Specialized Agencies was \$1.4 million.

Voluntary contributions were made by Canada to the following four special programmes: United Nations Expanded Technical Assistance Programme (ETAP), \$1.8 million; United Nations Children's Fund (UNICEF), \$650,000; United Nations Refugee Fund (UNREF), \$125,000; United Nations Relief and Works Agency for Palestine Refugees (UNRWA), \$500,000.

In order to meet the emergency created by the revolt in Hungary and the flight from that country of more than 150,000 people, Canada contributed \$1 million towards Hungarian relief; of this amount \$250,000 was turned over to the Canadian Red Cross and \$250,000 to the United Nations High Commissioner for Refugees.

### III

## THE NORTH ATLANTIC TREATY ORGANIZATION

### 1. The North Atlantic Council

Throughout 1956 the North Atlantic Council met in permanent session at Paris under the chairmanship of the Secretary-General, Lord Ismay. Mr. L. D. Wilgress remained as Canadian Permanent Representative to the Council. Through the assistance of its subordinate committees and of the international staff the Council devoted continuing attention to the day-to-day workings of the Alliance as well as to some of the longer-term problems affecting the Atlantic Community in the political and economic fields. The scope of these discussions serves to show the degree and depth of inter-governmental consultation and co-operation between members. Besides discussing international political and military developments of mutual concern, the Council reviewed the defence plans of its members, dealt with the expenditure of funds on commonly-financed military installations (infrastructure), and studied the problems involved in peacetime readiness measures and civil defence. As usual a number of committees comprised of national experts in specific fields met to discuss technical problems.

As the security, stability, and well-being of the Middle East are essential for the maintenance of world peace, the Council agreed to keep developments in this area under close and continuing observation. The ministers emphasized the need for rapid progress in clearing the Suez Canal and restoring it to full and free operation and for bringing about, through the United Nations, a permanent political settlement between Israel and the Arab States.

The NATO foreign ministers met on May 4 and 5 to review the international political situation as it affected the Alliance and in particular to examine the extension of non-military co-operation between NATO countries. A Committee of Three Ministers was appointed to advise the Council on ways and means to improve and extend co-operation in non-military fields and to develop greater unity within the Atlantic Community. The Foreign Ministers of Norway and Italy and the Secretary of State for External Affairs of Canada comprised the Committee. From December 11 to 14, foreign, defence and finance ministers met for their annual stock-taking session, at which they completed the 1956 annual review of the defence programme of member countries, considered the report of the Committee of Three Ministers and consulted together on the current international situation. The Secretary of State for External Affairs attended both ministerial meetings of the Council. The Minister of National Defence, Mr. Campney, attended the December meeting.

With the retirement of Lord Ismay, Mr. Paul Henri Spaak, the Foreign Minister of Belgium, was appointed as Secretary-General of the Organization.

## 2. Military Developments

NATO continued to base its defence planning on the judgment, reiterated by the North Atlantic Council at its ministerial session in December 1955, that the threat to the West remained undiminished. The Council devoted major attention to improving the arrangements for air defence and warning in Europe.

In keeping with this judgment of the Council, Canada continued in 1956 to support the Alliance by maintaining in Europe an infantry brigade and an air division of 12 modern jet fighter squadrons. A substantial part of the Canadian fleet has been earmarked for the protection of convoys under the control of SACLANT, and for the defence of the Canada-United States area, should an emergency arise. At the present the RCN has 40 warships assigned for these duties.

At the December ministerial session the Council also approved a directive for future military plans taking into account the continued rise in Soviet capabilities and various types of new weapons available for NATO defence. The report on the 1956 Annual Review was considered at the meeting and force goals for 1957, 1958, and 1959 were approved.

## 3. Mutual Aid

During 1956 Canada continued to provide assistance under the Mutual Aid Programme in the form of military equipment, aircrew training, and contributions to NATO common infrastructure and to NATO military budgets. Equipment transferred to partner governments included Sabre V jet aircraft to the German Federal Republic and aircraft engines to Italy and Turkey.

In view of several considerations, including Canada's increased commitments for air defence in the North American Continent, there was a further reduction this year in the size of the Mutual Aid Programme. The appropriation for 1956-57 totalled \$143,000,000 as compared with \$175,000,000 in 1955-56.

## 4. Non-Military Activities

At the December ministerial session the Council, as a major forward step in the development of NATO in the non-military field, approved the recommendations of the Committee of Three in their report to the Council. The Council thus approved wider and more intimate consultation among members on political matters and arrangements to aid in the settlement of disputes among members. It also adopted measures for strengthening the organization of NATO internally and for further co-operation between members in certain economic and cultural fields. The report was released by the Committee of Three.

The second conference of NATO parliamentarians took place in Paris from November 19 to November 23. Some 250 representatives of the parliaments of the 15 member countries took part in discussion on the theme "towards an Atlantic union". Twelve Canadian parliamentarians from all parties attended the meetings, whose agenda covered three main



headings—international questions, economic and cultural questions, and political and military questions. Another meeting will be held next year.

In the field of non-military co-operation within the Alliance, increasing attention is being given to the development of the NATO fellowship and scholarship programme. The Council approved an enlarged fellowship and scholarship programme for 1957-58. The tours of NATO journalists which have proved so successful in the past have been continued and expanded.<sup>1</sup>

---

<sup>1</sup> For further details of NATO information and cultural activities see Chapter XI, Section 1.

## IV

### THE COMMONWEALTH

Close and friendly consultation has long been the symbol of the Commonwealth association. During the year under review, it continued between the United Kingdom and Canada on an almost day-to-day basis, thus underlining the strength of the ties which link Canada with the senior member of the Commonwealth.

Though 1956 was, in certain respects, a critical year for the Commonwealth, the differences of policy revealed over the Suez issue between the United Kingdom and certain of its Commonwealth colleagues were followed by a very real desire to remove the causes of these differences. Canada and the United Kingdom worked closely together throughout the year and in unspectacular but vital day-to-day relations continued that frank and friendly consultation which is the life blood of the Commonwealth connection. Not only at the Prime Ministers' Meeting, but in the United Nations, in Colombo Plan matters, at NATO conferences, and in such official bodies as the United Kingdom-Canada Continuing Committee on Trade and Economic Affairs, the close ties existing between Canada and the United Kingdom were daily strengthened and maintained. Indeed, it was their existence which, while it could not prevent, did much to ease the strain which was imposed for a time on the Commonwealth by the events in the Middle East.

In June and July a Meeting of Commonwealth Prime Ministers was held in London under the chairmanship of Sir Anthony Eden. Sir Anthony, Mr. Strijdom, of South Africa, Mr. Mohamad Ali, of Pakistan, and Mr. Bandaranaike, of Ceylon, were attending as Prime Ministers for the first time. Noting the growing recognition of the devastating power of thermo-nuclear weapons, the Prime Ministers agreed that the peaceful use of nuclear energy constitutes a valuable new sphere for co-operation within the Commonwealth as well as with other countries. The Prime Ministers went on to review significant developments in the Soviet Union and relate them to the context of international relations and world affairs. In acknowledging Ceylon's statement of intent to become a republic, the Prime Ministers accepted and recognized its continuing membership in the Commonwealth.

In November and December Mr. Paul Martin, Minister of National Health and Welfare, carried out a goodwill tour of Asia en route to and from the meetings of the Colombo Plan Consultative Committee in Wellington, New Zealand, at which he was Chairman of the Canadian Delegation. Mr. Martin also visited Australia; India, Pakistan and Ceylon, where he inspected Canadian Colombo Plan projects; and other Asian countries.

As in previous years Ottawa welcomed many prominent Commonwealth statesmen including the Prime Minister, the Foreign Secretary and the Secretary of State for Commonwealth Relations of the United

Kingdom; the Prime Minister, the Minister for External Affairs and the Minister of Trade of Australia; the Prime Minister of New Zealand; the Prime Minister of Ceylon; the Prime Minister of India. In addition, the Deputy Prime Minister and the Minister of Finance of the Federation of Rhodesia and Nyasaland, and the Minister of National Resources of India visited Ottawa to discuss problems of common interest with Canadian Government leaders and officials. The capital also received visits from the Premier and the Minister of Education of Western Nigeria; the Minister of Labour of Jamaica and the Premier of the Australian State of Victoria.

The High Commissioner for Canada in the Union of South Africa paid an official visit to the Federation of Rhodesia and Nyasaland during which he had an opportunity to observe the progress of the recently formed Federation with which Canada had established trade relations the previous year. The High Commissioner for Canada in Australia paid a visit to the United Nations Trust Territory of New Guinea, which is administered by Australia.

Severe flooding occurred in several sections of India and Pakistan in July and August. In August the Canadian Government authorized a gift to Pakistan of 25,000 tons of Canadian No. 4 wheat valued at \$1.5 million. This gift was separate and distinct from the Colombo Plan contributions. The Canadian Red Cross gave India flood relief supplies valued at \$25,000.

Emergency assistance in the form of \$50,000 worth of wheat flour was sent to relieve hurricane victims in the British West Indies. A further \$50,000 worth of relief supplies was provided by the West Indies Hurricane Relief Fund, sponsored jointly by the Canadian Exporters Association and the Canadian Red Cross.

At the Eleventh Session of the United Nations General Assembly the Delegation of the Union of South Africa announced that, in view of the Assembly's continuing insistence on discussing matters which were within the internal jurisdiction of the Government of South Africa, the South African Permanent Representative to the United Nations would be withdrawn and that South Africa would, in future, maintain only token representation at the United Nations.

On March 23 the Republic of Pakistan was proclaimed. This had been forecast at the Prime Ministers' Meeting of January 1955 at which the Prime Ministers had accepted and recognized Pakistan's continuing membership in the Commonwealth after it became a republic. Canada sent its Ambassador to Tokyo, Mr. T. C. Davis, as special envoy to the inauguration ceremonies in Karachi.

The year was marked by a series of steps leading to the eventual granting of independence to certain United Kingdom dependent territories. On February 8 negotiations between the United Kingdom and representatives of Malaya were successfully concluded with the signing of an agreement to cover the transfer of full sovereignty to the Government of the Federation, with August 31, 1957 set as the date for full independence "if possible". On April 23 discussions regarding the future constitutional status of Singapore began in London. The talks broke down over the demand by Singapore representatives for full control of internal security. The Chief Minister of Singapore, Mr. David Marshall, resigned on his return from London and was succeeded by Lim Lew Hock, who formed a labour front coalition government.



The United Kingdom announced early in the year that it would be ready to accept a motion calling for independence within the Commonwealth of the Gold Coast passed by a reasonable majority in a freshly elected legislature. The Convention Peoples Party under Dr. Nkrumah campaigned for a unitary state in opposition to a federal form advocated by the Ashanti and Northern districts. Dr. Nkrumah's party received a substantial majority at the July elections. In September the Secretary of State for the Colonies announced that the Gold Coast would be granted independence within the Commonwealth on March 6, 1957. After that date the Gold Coast will be known as Ghana. A bill before the United Kingdom Parliament designed to grant independence to Ghana was placed before the House of Commons at the end of the year. In the same month the United Nations General Assembly confirmed by a large majority the decision resulting from the plebiscite held under United Nations auspices in British-administered Togoland whereby Togoland will be incorporated with Ghana when it becomes independent.

Delegations from Jamaica, the Leeward Islands, Barbados, the Windward Islands and Trinidad, and observers from British Guiana and British Honduras discussed a proposed Caribbean Federation with the United Kingdom Government in London during the month of February. On August 2 the Queen gave assent to enabling legislation for the establishment of the Federation. It is expected that the first Governor-General will be appointed in July or August, 1957.

The United Kingdom Government reaffirmed its intention to give Eastern and Western Nigeria internal self-government and it is expected that a constitutional conference will be held in London in May 1957.

During the year changes of government took place in a number of Commonwealth countries. In elections held in April in Ceylon a coalition of parties headed by Mr. S. W. R. D. Bandaranaike defeated Sir John Kotelawala's United National party. In September, following political disputes between the two wings of the country, Mr. Mohamad Ali resigned as Prime Minister of Pakistan and was succeeded by Mr. H. S. Suhrawardy. An election in India, the second since Independence, is scheduled to take place early in 1957. Since the last general elections the number of states has been reduced and the borders of the new ones have been redrawn on linguistic lines.

The troubled international situation continued to have its effect on foreign and defence policies of Commonwealth members. This was particularly noticeable during the prolonged Suez and Middle East crisis which began on July 26.

## V

### EUROPE

#### 1. Western European Integration

Among the most important developments of 1956 in Western Europe must be counted the progress made by the Governments of Belgium, France, Germany, Italy, Luxembourg and The Netherlands toward the establishment of a common market or customs union, and Euratom, an agency for the pooling of research and development activities for the exploitation of the peaceful uses of atomic energy.

The movement begun at Messina in June 1955 by the foreign ministers of the six interested countries was followed by the drafting of separate treaties which will create the common market and Euratom. By the end of the year it was generally expected that the two treaties would be signed and probably ratified during the first half of 1957, although some important points remain to be negotiated.

In addition to the political and economic factors which have given such a strong impetus to the European integration movement, events in the Middle East and in Hungary have undoubtedly coloured the negotiations during the latter part of 1956. The Franco-German settlement transferring the Saar to Germany from the beginning of 1957 contributed to the negotiations on both the common market and Euratom.

Meanwhile the United Kingdom Government changed its policy toward European integration and announced in November its intention to take part in negotiations with the common market countries with a view to establishing a free trade area arrangement (comprising the United Kingdom and some other interested countries of Western and Northern Europe) around the common market nucleus. The United Kingdom free trade area proposals stipulated that the free trade area would not apply to agricultural and food products, as their inclusion would adversely affect the United Kingdom's commercial relations with a number of Commonwealth countries. The free trade area would permit the participating countries to retain their individual tariffs against outside countries although eliminating tariffs within the free trade area. The common market, on the other hand, would require the adoption of a common external tariff together with the elimination of internal tariffs.

The Canadian attitude to these developments, as expressed by the Prime Minister, was that if the proposals were adopted and successfully carried through by the United Kingdom and the countries of Western Europe, "they should increase the economic strength and prosperity of the peoples of that whole great area and also their sense of solidarity and common purpose even beyond the economic field. Such a result could not fail to be welcomed by Canadians, whose security, and cultural and political heritage as well as economic welfare have been, and are, so closely linked with that part of the world."

At the same time the Prime Minister and Mr. Pearson pointed out the risk of economic discrimination against countries outside the areas affected by these proposals and expressed the hope that the integration of Western Europe would lead towards freer trade and greater prosperity and strength within the Atlantic Community as a whole.

## 2. Western and Northern Europe

Taking advantage of its diplomatic relations with Moscow, which had been established at the end of 1955, the German Federal Republic decided to raise the question of German reunification directly with the U.S.S.R. A German memorandum, delivered in September, was supported by notes from the three Western Powers. In October the Soviet Government replied to the German memorandum in stiff terms, rejecting the proposals and insisting that reunification could be achieved only through direct negotiations between the Government in Bonn and the Soviet-sponsored regime in Eastern Germany and that under no circumstances would the U.S.S.R. permit a reunited Germany to ally itself with the Western Powers.

The Federal Republic co-operated actively during 1956 in the work of the NATO Council and in the defence plans of Western Europe. To permit the implementation of a national rearmament programme of a strictly defensive character, constitutional amendments and laws were adopted, setting up the new German armed forces and providing for civilian and parliamentary control over these forces. Although the German defence build-up lagged considerably behind earlier estimates, there were by the end of the year over 70,000 men in uniform, and plans were announced for almost doubling this force during 1957, both by means of volunteer enlistment and compulsory military service for a 12-month period.

Other events of major significance both from the German national point of view and the point of view of relations between France and Germany were the conclusion of treaties determining the economic and political future of the Saar and the construction of a canal system on the Moselle River to provide an economic transportation link between the iron ore of Lorraine and the coke of the Ruhr. The Saar Treaty, signed in October, stipulated that the Saar would be politically annexed to Germany on January 1, 1957, and economically integrated with Germany after a transitional period allowing for a gradual dissolution of the existing economic and monetary union with France. The development of the Moselle, which is to take place with the consent of Luxembourg, will provide French steel producers cheaper access to Ruhr coke than is at present possible and will also involve a substantial addition to German hydro-electric resources.

The internal political situation in the Federal Republic has remained relatively stable and in the economic field German development has continued at a remarkable rate with new records of production and trade being reached. Canada and Germany became each other's fourth largest customers, a development which prompted the opening of a Canadian Consulate in Hamburg, which will handle trade relations with north-western Germany.

France started 1956 with a general election, resulting in a new centre coalition government headed by the Socialist leader, M. Guy Mollet. The



principal difficulties facing the government have been mounting inflation at home and the ever-increasing burden of maintaining large military forces in Algeria.

The French economic and trade picture darkened during the year. Inflationary pressures became increasingly strong, with the expenditures in Algeria and the partial crop failure caused by the unusually severe winter. A major increase in imports coupled with a sizeable loss of export business wiped out the favourable trade balance enjoyed by France in 1955, placed France in an adverse position with the European Payments Union and required heavy drawing from the International Monetary Fund.

Early in the year agreements were concluded as a result of which the former French territories of Tunisia and Morocco emerged as independent sovereign states. (See Section 3—North Africa). Negotiations with these two countries for a settlement of the many matters arising out of the transfer of jurisdiction over former French property and interests continued intermittently through the year but always under the shadow of the conflict in Algeria.

Following its admission to the United Nations in 1955, Spain continued to play an active part in world affairs, and to increase its associations with various international organizations. During the year Spain also relinquished control over that part of North Africa which had been under its administration, and exchanged diplomatic representatives with the two new North African countries, Morocco and Tunisia.

In the Netherlands, elections in June were followed by four months without a government, but in October a satisfactory compromise between the major parties was worked out and a government was formed which did not differ radically from the one previously in office.

In Northern Europe, 1956 was for the most part a year of stability and prosperity. Finland continued to move cautiously in the direction of greater participation in world affairs, particularly with other Nordic countries, and in October Finnish representatives attended the Conference of Scandinavian Foreign Ministers for the first time.

A general election in Sweden in September resulted in no great change in the distribution of votes or seats in Parliament. While continuing to maintain its traditional policy of neutrality and non-alignment in world affairs, Sweden clearly expressed its indignation at the Soviet action in Hungary, and pledged itself to continue efforts at the United Nations to obtain justice and freedom for that country. In Sweden, as in all the Scandinavian countries, immediate steps were taken to provide relief for the Hungarian people.

In their approach to international affairs, the policies of both Norway and Denmark reflected their membership in NATO, while also emphasizing the importance of the role of the United Nations in contributing to international peace, notably by participating in the United Nations Emergency Force for the Middle East.

Canadian relations with Iceland—already very close as a result of the large number of Canadians of Icelandic descent living in the Western Provinces—were strengthened by the visit of the Secretary of State for External Affairs in late September. The year also saw a satisfactory conclusion to the long-standing fisheries dispute between the United Kingdom and Iceland, and an agreement between Iceland and the United States on the question of United States bases in Iceland.

### 3. North Africa

Hopes for a negotiated settlement which had begun to be entertained because of the reduction of acts of violence in Algeria during the summer were dampened somewhat in October by further outbreaks following the arrest by the French authorities of five leaders of the Algerian nationalist rebellion. Nevertheless the French Government proceeded with its declared policy and in December announced a number of reforms in Algeria designed to improve local administration, increase autonomy in the conduct of local affairs, and raise the level of Moslem participation in local self-government.

The former French territories in North Africa, Morocco and Tunisia, achieved independence on March 2 and March 20 respectively, and were admitted to membership in the United Nations later in the year. During July, Spain transferred to Morocco jurisdiction over the former territory of Spanish Morocco. Morocco also acquired full sovereignty over Tangier.

Canada extended *de jure* recognition to Morocco and Tunisia on June 19, and later in the year sent a Canadian fact-finding mission to these countries to examine conditions and explore the possibilities of establishing closer relations in the political, economic and immigration fields. The mission was very warmly received.

### 4. Central Europe

In elections held in May, the Austrian Government—a coalition of the People's and Socialist parties, which has been in power since 1945—was re-elected for another four-year term. Because of the stability and economic recovery of the country, Austria was able both to meet its heavy financial obligations towards the U.S.S.R. and to start building a small national army. While adhering strictly to the policy of military neutrality, which was set forth in the 1955 State Treaty under which Austria regained its independence, the Government indicated that this policy of neutrality did not apply to the ideological and humanitarian fields. Thus, Austria deplored Soviet intervention in Hungary and up to the end of the year had given asylum to more than 120,000 Hungarian refugees who fled following the tragic events of October and November. Reflecting the country's growing participation in international affairs, and following its entry into the United Nations in December 1955, Austria joined the Council of Europe in April, and in November the Government publicly announced its readiness to become a member of the European Coal and Steel Community. With Canadian support, Vienna was selected as the seat of the International Atomic Energy Organization. In October the Canadian Legation in Vienna and the Austrian Legation in Ottawa were raised to the rank of Embassies.

### 5. South Eastern Europe

During the year 1956 the Cyprus question overshadowed relations between Greece and Turkey and weakened the Balkan Alliance linking these countries with Yugoslavia. Although efforts were made by the United Kingdom, Greek and Turkish Governments to make progress



toward a negotiated settlement of the Cyprus dispute, these three parties and the Cypriots appeared, at the end of the year, to be almost as far apart as before. The major positive development was the publication by the United Kingdom Government of Lord Radcliffe's constitutional proposals for Cyprus which the United Kingdom Government undertook to put into practice on the Island as soon as order had been restored. To the disappointment of the Greek Government, however, the United Kingdom Government did no more than reaffirm their previous acceptance in principle of self-determination as the eventual goal of their policy. For the first time the possibility of partitioning the Island was officially suggested by the United Kingdom Government in presenting the Radcliffe proposals which, pending agreement on the eventual status of the Island, would provide for a division of power between the British Governor and a predominantly Greek-speaking Legislative Assembly with specific safeguards for the protection of the Turkish minority.

At the United Nations General Assembly, the United Kingdom Delegation, instead of opposing the inscription of the Greek item on self-determination for Cyprus, as in past years, submitted its own item drawing attention to Greek support of terrorism in Cyprus. Neither item had been debated by the end of the year.

In the evolution of Soviet policy toward the countries of Eastern Europe, the Yugoslav Government and Marshal Tito in particular played a significant part during 1956. These developments are described in another section of this report but it should be noted here that Soviet policy during the first ten months of the year made further important concessions to the point of view represented since 1948 by Marshal Tito. As was to be expected, the Yugoslav Government welcomed the return to power of Mr. Gomulka in Poland. After initially supporting the Hungarian Government of Mr. Nagy, the Yugoslav Government recognized the Kadar Government but gave temporary shelter in their Embassy in Budapest to Mr. Nagy and a number of his Ministers. Marshal Tito found occasion in November to condemn Soviet military intervention against the people of Hungary and the year ended in a series of mutual recriminations between the Soviet press and the Yugoslav press, although the leaders on both sides expressed a desire for reconciliation.

## 6. The Soviet Union

Since the death of Stalin, the Soviet leaders have been trying, both at home and abroad, to dissociate themselves from the odium and the disadvantages of Stalinist policy without losing any of its achievements and advantages, from their point of view. They have attempted to instil new dynamism into Soviet domestic and foreign policy by the adoption of more flexible tactics without imperilling their own position of authority. The year 1956 bore witness to the difficulties inherent in the new methods and the limitations on the policy of "peaceful co-existence".

The difficulties and the dangers of the new tactics were nowhere more strikingly illustrated than in Eastern Europe, and the Soviet leaders were obviously caught unprepared for the repercussions to their actions and pronouncements. Poland was able, under Mr. Gomulka, to establish a new government with a degree of independence from Moscow. But when the Hungarian Government under Mr. Nagy, in the middle of a popular rebellion against Soviet control, attempted to take Hungary out of the



Warsaw Pact, Soviet armed forces intervened in strength to crush the opposition to monolithic Soviet control. The new Soviet leaders were not prepared, even at the risk of destroying abroad the carefully-cultivated concept of a Soviet Union interested only in "peaceful co-existence", to preside over the disintegration of their Eastern European empire. For strategic, political, and economic reasons they showed themselves determined to retain effective control over their Eastern European neighbours. Yet to all appearances they had no coherent plan for a type of control which would make the necessary concessions to economic and nationalist discontent without running the risk of another rebellion such as occurred in Hungary.

In the Middle East the Soviet Union played on the forces of Arab nationalism to diminish Western influence in the area, and to impede the flow of oil to Western Europe.

Earlier in the year, the Soviet Union had assiduously pursued its drive for "peaceful co-existence" with states of differing social systems. It announced a reduction in its armed forces—although more because of a shortage of manpower in the Soviet economy and a realization of the changing demands of modern warfare than from a genuine interest in disarmament. Negotiations with Japan led to the termination of the state of war and the restoration of diplomatic relations. Closer relations were established with Yugoslavia in an attempt to lure that country back into the Soviet orbit, but relations were strained at the end of the year over the Soviet Union's Eastern European policy and the limits placed by the Soviet Union on the concept of "differing paths of socialism". A number of Soviet trade agreements were concluded with Middle East and Asian countries, coupled with offers of long-term loans on a large scale.

On the internal scene, the Twentieth Party Congress was held in February. It was remarkable primarily for the violent denunciation of Stalin's misdeeds. The repercussions of this denunciation were most marked in the Eastern European communist states and among Western communist parties, but there were signs within the Soviet Union as well that, at least among the educated classes, the question was being asked whether the evils attributed to Stalin were not perhaps endemic in the Soviet system. In pursuance of the new policy, security restrictions were further relaxed, more political prisoners released, and judicial procedures reformed; and more freedom was permitted in the fields of science, the arts, and religion. Conditions for the reimposition of terrorist control nevertheless still exist; ultimate power still rests with the Praesidium of the Communist Party; and the Soviet leaders are not prepared to permit any criticism of the fundamentals of their system.

Before the Hungarian intervention occurred, an unusual number of visits took place between the Soviet Union and other countries. Major visits from the Soviet Union included those of Mr. Malenkov to Great Britain, of Messrs. Bulganin and Khrushchev to Great Britain and Yugoslavia, and of Foreign Minister Shepilov to Greece, Egypt, Syria and Lebanon. Important visitors to the Soviet Union included the Shah of Iran, the President of Indonesia, Marshal Tito, the Secretary-General of the United Nations, the Vice-President of India, the Belgian Prime Minister and Foreign Minister, and a delegation of French Socialists. There was also a large increase in exchanges in the fields of culture, technology and information.

In February a trade agreement was signed with Canada providing for the purchase of substantial quantities of Canadian wheat. Exchanges of technical information were established between several Canadian departments and corresponding Soviet agencies. Soviet visitors to Canada included a trade delegation; a delegation of Soviet medical specialists who visited Canadian laboratories producing Salk vaccine; a Moscow soccer team; the Soviet Minister of Fisheries, Mr. Ishkov, who toured Canadian fisheries establishments as a guest of the Canadian Government; and the Soviet Minister of the Forest Industry, Mr. Orlov, who visited Canadian lumber establishments as the guest of the Canadian Lumbermen's Association. Among Canadian visitors to the Soviet Union were two Canadian scientists who attended a Conference on High Energy Physics in Moscow, the President of the Royal Bank of Canada, a United Church delegation, a lumbermen's delegation, and a group of Canadian businessmen who travelled under the auspices of the Mackay-Shields group of American and Canadian businessmen. The number of private visits to the Soviet Union also increased appreciably.

Canadian relations with the U.S.S.R., which had been gradually improving since the death of Stalin and particularly because of closer contacts following Mr. Pearson's visit in 1955, took a turn for the worse in the wake of intervention in the Hungarian rebellion.

## 7. Developments in Eastern Europe

Important developments took place in Eastern Europe during 1956 under the impetus of nationalist and economic discontent, the Soviet rapprochement with Tito, and the new line laid down at the Twentieth Congress of the Communist Party of the Soviet Union. Students and intellectuals, notably in Poland and Hungary, voiced the strongest criticism and demanded reforms in the fields of security, law, religion, education, and living conditions. While East Germany, Rumania, Bulgaria and Albania remained relatively unaffected by this ferment, and strict Party control was soon restored in Czechoslovakia, unrest continued in Poland, and erupted in the June riots in Poznan which drew world attention to Poland's internal difficulties. Canada joined with other Western nations in strongly condemning the use of force to suppress the uprising, and Canadian observers attended the trials of the Poznan rioters which followed in September. In October Wladislav Gomulka assumed the leadership of the Polish Communist Party and announced plans to give Poland a more liberal and independent government. The intervention of senior Soviet leaders on October 19 was unsuccessful, and Mr. Gomulka succeeded in obtaining important economic and political concessions from the Soviet Union including promises of a greater measure of independence for Poland in its internal affairs.

Poland's example contributed to an immediate reaction in Hungary. Unrest spread throughout the country and Mr. Nagy regained the Premiership which he had held from 1953 to 1955. However, the situation soon got out of his control when he tried to take Hungary out of the Warsaw Pact and promised free elections. Soviet armed forces intervened on November 4 to crush the revolution which had become both anti-Soviet and anti-communist. The resulting political confusion, economic chaos, and the flight of thousands of refugees drew world-wide attention to the Hungarian problem. Mr. St. Laurent expressed Canadian shock and

dismay at the Soviet intervention in a letter to Premier Bulganin. Canada supported the United Nations resolutions condemning Soviet military intervention in Hungary and asking that the Secretary-General and United Nations observers be allowed to enter the country. The Canadian Government and people also contributed through official and private channels to Hungarian relief. Canada is providing free transportation to thousands of Hungarian refugees coming to Canada as immigrants.

Whereas Poland and Hungary faced severe economic difficulties by the end of the year, production in East Germany and Czechoslovakia increased, and was accompanied by a slight rise in the standard of living. Eastern Europe as a whole continued to be bound economically to the Soviet Union and the main emphasis continued to be placed on heavy industry, although slightly greater attention was paid to the consumer.

Political developments overshadowed the fact that there was a large increase in trade and other contacts between Eastern Europe and countries of the West and South-East Asia. Before the events in Hungary took place Canada received trade delegations from Czechoslovakia, Hungary and Rumania. There was some increase in information and cultural exchanges, principally with Poland and Czechoslovakia, as well as in visits by tourists and students from Canada.



## VI

### THE MIDDLE EAST

Long-standing conflicts of interest in the Middle East erupted in October 1956 in a form which affected the whole world. At the United Nations Canada was drawn suddenly into the centre of the effort to prevent a general and possibly disastrous deterioration of international relations.

When the year opened the Security Council was considering a serious incident on the armistice line between Israel and Syria. On January 19 it condemned Israel for a "flagrant" violation of the 1949 Armistice Agreement in having taken military action against Syrian forces on Syrian territory near Lake Tiberias. The Council took the position that, if Israel did not comply in the future with the terms of the Armistice Agreement, it would have to consider what further measures under the Charter were required to maintain or restore the peace. The Council also called upon Israel and Syria to comply with their obligations under the Armistice Agreement.

The United Nations Truce Supervision Organization, whose Chief of Staff was Major-General E. L. M. Burns, a Canadian, and which included a Canadian component of ten officers, found it increasingly difficult to check the widespread non-compliance by both sides with three out of the four Armistice Agreements. Although conditions on the Lebanese border were relatively quiet, there were frequent violations on Israel's frontiers with Syria, Jordan, and Egypt, and a toughening of attitude was observable on both sides. On April 4 the Security Council asked the Secretary-General to go to the Middle East to see if he could work out measures to ensure better observance of the Armistice Agreements. By the time Mr. Hammarskjöld reached the area open fighting had occurred in the Gaza strip. He secured a general cease-fire in due course, proposed a number of measures for reducing tension along the armistice lines, and obtained the concurrence of all parties to the principle that the cease-fire was to be unconditional. Although there was a specific reservation for "self-defence", the Secretary-General, in his report to the Security Council, declared that under his interpretation this reservation did "not permit acts of retaliation".

Violations of the cease-fire agreement continued, and in July Mr. Hammarskjöld returned to the Middle East to continue his efforts to establish a greater degree of security through agreements with the governments of the countries concerned.

A temporary alleviation of tension after the Secretary-General's visit in mid-summer was broken by a series of incidents along Israel's Jordanian frontier. In September and October Israel resorted to large-scale military reprisals against Jordan in response to a series of acts of terrorism. The Council was still considering the situation at the end of October when its deliberations were interrupted by Israel's invasion of Egypt.

In the intervals between visits of Mr. Hammarskjöld to the Middle East, General Burns had continued the effort to secure compliance of all parties with the measures which had been proposed to facilitate observance of the Armistice Agreements pending negotiation of a general political settlement. Progress towards political settlement was, however, impeded by the refusal of the parties to agree on a starting point for the discussions. Meanwhile the Canadian Government pledged, subject to Parliamentary approval, a contribution of \$750,000 toward the support of the United Nations Relief and Works Agency for Palestine Refugees for the 18-month period of July 1, 1956 to December 31, 1957.

While clashes between Israel and its neighbours were continuing, there developed in July a new source of tension. On July 26 the Egyptian Government promulgated a law purporting to nationalize the Universal Suez Canal Company. The United Kingdom and France protested vigorously against the Egyptian action, and reacted with financial measures against Egypt and by initiating military preparations. The Canadian Government, while recognizing that Canada had little direct interest in the Suez Canal, expressed concern that the Egyptian expropriation of the Canal Company might prejudice freedom of navigation through the waterway.

Emergency discussions among the United Kingdom, France, and the United States resulted in the convening of an international conference in London on August 16, with the announced purpose of working out future operating arrangements for the Suez Canal under an international system, consistent with legitimate Egyptian interests. Of the twenty-four states invited to the meeting, all but Egypt and Greece sent representatives. The conference led to the endorsement by eighteen nations of a plan, introduced by the United States, calling for establishment of an international board (on which Egypt would be represented) to direct the operations of the Canal. Canada, although not a participant in the conference, publicly supported the eighteen-power proposals as a sound basis for negotiation of a just settlement of the dispute, having regard for both the sovereignty of Egypt and the rights of the user states. A committee headed by Prime Minister Menzies of Australia went to Cairo to seek Egyptian acceptance of these proposals as a basis for direct negotiations, but President Nasser and the committee were unable to reach agreement on the issue of international control of the Canal, which was the essential feature of the eighteen-power plan.

After the failure of the Cairo talks, the Egyptian Government made public proposals of its own, calling for the formation of an international "negotiating body" to seek a settlement. The next tripartite move was the announcement on September 12 of a plan to establish an international users' association (which became the Suez Canal Users' Association) to protect the rights of the users of the Canal. The constitution and administrative arrangements for the Association were drawn up at eighteen-power talks in London during late September and early October.

The Canal question came before the United Nations on October 5 when the Security Council took up an Anglo-French item calling for consideration of "the situation created by the unilateral action of the Egyptian Government" in nationalizing the Canal Company. The deliberations of the Council were adjourned to allow for several days of discussions among representatives of the three powers chiefly concerned, with the assistance of the Secretary-General. From these private talks there



emerged agreement upon six principles as requirements which any settlement of the Suez question should meet, a key point being that the operation of the Canal should be insulated from the politics of any country. These six principles were embodied in a resolution adopted by the Security Council on October 13. However, the Soviet Union vetoed an Anglo-French attempt to incorporate in the resolution a declaration that the eighteen-power proposals corresponded to the six principles and were suitably designed to bring about a just settlement of the Canal question. Yugoslavia was the only other member of the Council to support the Soviet position in this vote.

Although the frontier between Israel and Egypt had been relatively quiet in September and October, Israeli military forces began a sudden invasion of the Sinai Peninsula on October 29 with the declared purpose of eliminating the *fedayeen* bases, on the ground that terrorist units were being reactivated. On the following day the United Kingdom and France called upon Israel and Egypt to cease hostilities within twelve hours and to withdraw their forces ten miles from either side of the Suez Canal. Israel agreed but Egypt replied that it would be obliged to defend its territory. Anglo-French military intervention was then undertaken, with a view to occupying key points in the Canal area. During the subsequent week of hostilities, which were terminated when a cease-fire requested by the United Nations on November 2 became effective on November 7, Israeli forces established control over the whole of the Sinai Peninsula, and Anglo-French troops occupied the northern portion of the Canal area.

Immediately upon receiving word of the outbreak of hostilities between Israel and Egypt, the Canadian Government announced a suspension of the limited arms shipments which had been proceeding to the Middle East. This affected both the issue of new export permits for arms shipments to the area, and deliveries under permits previously issued. The Secretary of State for External Affairs publicly expressed the Government's regret that the United Kingdom and France had found it necessary to take military action while the Canal dispute was before the Security Council.

On October 30 the Security Council considered a resolution calling for withdrawal of Israeli forces to the armistice line, and asking members to refrain from the threat or use of force. This was vetoed by the United Kingdom and France. On the following day the Council voted to refer the matter to the General Assembly, under the procedure laid down in the "Uniting for Peace" Resolution of 1950. In the Assembly, which convened on November 1, the Canadian Delegation took the initiative in seeking constructive action by the United Nations to meet the emergency. Canada abstained when the Assembly on November 2 approved a United States resolution which called for an immediate cease-fire, with cessation of movement of forces into the area, and withdrawal of Israeli forces from Egyptian territory. Mr. Pearson explained Canada's abstention on the grounds that the situation called for action beyond the cease-fire provision contained in the resolution. It was in explaining this abstention that Mr. Pearson put forth the Canadian proposal for establishment of an international police force under United Nations command. This initiative found substantive expression in a Canadian resolution adopted by the Assembly on November 3, requesting the Secretary-General to draw up a plan for establishing an emergency international force to secure and supervise cessation of hostilities. Canada joined with Colombia



and Norway in sponsoring a further resolution, adopted on November 4, providing for establishment of the United Nations Command, and appointing Major-General E. L. M. Burns as Chief of the Command.

The Canadian Government meanwhile had formally conveyed to the Secretary-General its decision to make "an appropriate contribution" to the United Nations Emergency Force. The Government immediately prepared to make available a self-contained infantry battalion, but on November 19 was asked by the United Nations to provide instead an augmented RCAF transport squadron and administrative and technical units of the Canadian Army. This contribution was described by General Burns, in a letter to Mr. Pearson, as the most valuable and urgently required contribution that Canada could make at that time. On November 20 the Government passed an Order-in-Council authorizing the maintenance on active service of up to 2,500 men. Parliamentary approval for Canadian participation in the UNEF was obtained during a special four-day session which opened on November 26.

Before the end of November the augmented RCAF squadron, with twelve C-119 transport aircraft and more than 300 personnel, and a Canadian Army contingent of almost 300 were participating in UNEF operations, either in Italy or Egypt. Early in December Canada was requested by the United Nations, on the recommendation of General Burns, to provide additional maintenance, support and communications personnel for the Force. This new request involved the despatch of more than 400 additional Army personnel and also further RCAF personnel to make up an air component for communications and observations. The Army component, with vehicles and equipment, was transported to Egypt by HMCS "Magnificent", which left Halifax for Cairo on December 29. The provision of these additional officers and men increased to more than 1,000 the total of Canadian service personnel participating in the Emergency Force.

## VII

### THE AMERICAS

#### 1. The United States

During the year 1956 relations between Canada and the United States were many and varied, and reference to them will be found in almost every section of this report. In this chapter particular account is given of certain bilateral relationships.

On March 26 and 27 the Prime Minister met with President Eisenhower and President Ruiz Cortines of Mexico at White Sulphur Springs. The talks were informal. International problems affecting the three countries, as well as certain bilateral problems, were discussed. This was the first occasion on which these three government leaders had met together.

The United States election on November 6 resulted in the re-election of President Eisenhower. The majority of seats in both the Senate and House of Representatives, however, are held by Democrats.

An aspect of Canadian-American relationships which came to the fore was the extent and manner of United States investment in the development of Canadian natural resources and industry. During the past ten years, and particularly since the discovery of extensive new deposits of oil in Alberta, there has been a rapid and significant increase in American investment and in the employment of American personnel in Canada. The reconciliation of this situation with Canadian control of industrial development and management is a continuing aspect of relations between the two countries.

At White Sulphur Springs it was announced that the President and the Prime Minister had discussed some current problems concerning rivers which cross the International Boundary. A more formal announcement made in Ottawa and Washington in May read as follows:

It has recently appeared that the development of the resources of such basins as the St. John, the Columbia and the Yukon, requires, among other things, the solution of various complicated legal, economic and engineering questions. In agreeing to examine the matter of waters which cross the boundary, the two governments realize that there may be no easy or quick answer to the problems which are arising today in such areas and that the studies may reveal that the Boundary Waters Treaty of 1909 is sufficiently broad to meet present problems. The two governments believe, however, that a full and confidential exchange of views may contribute to the resolution of these problems and it is in this spirit that the discussions have been agreed to. At the same time, the two governments desire that the International Joint Commission shall press forward its studies under the Columbia River Basin Reference of 1944 and the other similar references which it has under consideration.

Preparations for these diplomatic talks have been going on since then and various engineering and economic reports are being developed preparatory to the actual international talks.

Construction of the various phases of the St. Lawrence Seaway and Power Projects by the designated Canadian and United States entities progressed satisfactorily during the year. Discussions were held with the United States authorities on various questions, particularly the relocation of the south span of the Roosevelt Bridge and the dredging of navigation channels in the vicinity of Cornwall Island. An agreement had been concluded late in 1955 providing for the construction of a new low-level railway and highway bridge at Pollys Gut and the dismantling of the existing south span of the Roosevelt Bridge. In 1956, however, the New York Central Railroad agreed to abandon its railway line across the river and it became unnecessary for the new bridge to carry rail traffic. This made possible the more economical alternative of a high-level highway bridge at about the same location as the existing span. An exchange of notes was concluded on October 24 with the United States Government confirming the new arrangement. The question of dredging in the channels north and south of Cornwall Island was the subject of informal consultations with officials of the United States Government on several occasions. These resulted in notes being exchanged in November and December. The Canadian note announced the Government's decision that a twenty-seven foot channel should be excavated in Canadian territory north of Cornwall Island concurrently with the south channel dredging required to complete the Seaway as presently planned. It stated that this action was in accord with previous agreements on the St. Lawrence Project and served the purposes of the Boundary Waters Treaty of 1909. The United States note expressed disagreement with the Canadian position but indicated that the United States Government would not delay construction by taking issue with Canada on this matter.

During 1956 the International Joint Commission held regular semi-annual meetings in Washington and in Ottawa in April and October respectively, and an executive meeting in Toronto in January. In addition, public hearings were held in International Falls, Minnesota, in August on the Rainy Lake Reference, and inspection trips were made to the St. Croix River and Passamaquoddy Bay areas in June and to the St. Lawrence Seaway and Power Project developments in October.

As a result of public hearings in Manitoba, Saskatchewan and North Dakota in the autumn of 1955 and subsequent engineering studies, considerable effort was made to bring the Souris River Reference of 1940 to a satisfactory conclusion in the current year. Although considerable progress has been made, some issues are still unresolved and a final agreement has not yet been reached. It is considered that all the engineering studies are now complete and it is hoped that an agreement on a final apportionment of the waters satisfactory to the two Provinces and the State will be reached and recommended to the Governments of the United States and Canada early in 1957.

In connection with the St. Lawrence Power Project, the Governments of Canada and the United States accepted the recommendations of the International Joint Commission concerning the range of levels to be adopted for Lake Ontario and the criteria for a method of regulation of outflows and levels for Lake Ontario applicable to the works



in the International Section of the St. Lawrence. After various technical details had been clarified, the Commission issued a supplementary Order of Approval under date of July 2, 1956.

In June a tour of inspection was made by the International Joint Commission to the St. Croix River and Passamaquoddy Bay area. Since the St. Croix Reference was submitted to the Commission in 1955, the tour was designed to give the members an opportunity to acquaint themselves with the area before the report of the Board of Engineers was presented in 1957. Public hearings will not, however, be held until the Commission has received the Engineers' report.

Because a number of requests had been received by the Commission from residents in the Rainy Lake area concerning the levels of Rainy and Namakan Lakes, the International Rainy Lake Board of Control was requested to make a study of the problem and make recommendations. The recommendations submitted by the Board and the information obtained by the Commission from the public hearings held at International Falls in August are now being considered by the Commission.

A new reference was submitted by the Governments of Canada and the United States requesting the Commission to determine the cost of developing the international tidal power potential of Passamaquoddy Bay and the economic feasibility of such a project. In addition, the Commission has been specifically asked to determine the effects which the project might have upon the fisheries in the area. International engineering and fisheries boards have been set up and it is expected that reports on their investigations and studies will be available by 1959.

The application of the Creston Reclamation Company on the Kootenay and Duck Lake area of British Columbia was dealt with by the Commission and an Order amending the Commission Order of October 12, 1950 was issued on April 3.

Co-operation between Canada and the United States on fisheries conservation matters continued to develop during the year. The first formal meeting of the International Great Lakes Fishery Commission took place in Ottawa in April. At a meeting in Ottawa in October, Canadian and United States representatives agreed to amend the Sockeye Salmon Fisheries Convention of 1930 to include joint conservation arrangements for Pacific Coast pink salmon, and to make certain changes in the operating methods of the Sockeye Salmon Commission.

## 2. Latin America

The year 1956 was an important one in Brazil and Argentina under the new governments of Juscelino Kubitschek and General Aramburu. Brazil's new President and Vice-President undertook extensive tours abroad early in the year to draw attention to the beginning of a new period in their country's affairs and to enlist support for their plans for economic development and financial improvement. The Vice-President and Mrs. Goulart visited Ottawa in June. During the year there were indications of greater constitutional stability in Brazil in contrast with conditions in 1955. An extensive transformation of the nation's political, economic and social life proceeded in Argentina. Principal accomplishments were a statute for political parties, and the decision to convene a constituent assembly in 1957, with general elections soon after. One

serious threat to the present régime was vigorously suppressed and other dangers of lesser importance in the armed forces were brought under control. Labour unrest reflected the nation's economic difficulties but did not interrupt the gradual progress towards constitutional democracy.

Presidential elections were held, and the new Presidents inaugurated, in five Latin American countries during 1956. These were Peru, Bolivia, Panama, Ecuador and El Salvador. Two of these elections brought political changes. In Ecuador a Conservative became President for the first time in sixty years. The Peruvian election was of unusual interest because the opinion had been widely held that the candidate preferred by the incumbent, President Odria, would be triumphant, but he was decisively defeated by Dr. Manuel Prado, who had been President from 1939 to 1945. After a peaceful transfer of power, the new President immediately put into effect measures designed to restore civil rights while continuing the liberal economic policies of his predecessor.

There was widespread belief that the election of President Lozano Diaz of Honduras in October was irregular and without popular support; two weeks later he was deposed by a three-man military junta which undertook to arrange free elections for a civilian government soon.

General Anastasio Somoza, President of Nicaragua since 1933, was assassinated in October. His elder son, who had been President of the National Congress, assumed power under the constitution and will act until a general election is held in 1957.

The presidents or presidents-elect of all but two of the members of the Organization of American States met in Panama for two days in July to commemorate the Congress of Panama convened by Simon Bolivar in 1826 and to symbolize inter-American unity. A third day was taken up with personal interviews between President Eisenhower and some of the other presidents.

Canada accredited Mr. R. H. Winters, Minister of Public Works, as Special Ambassador to the inauguration in January of President Kubitschek of Brazil, who had been elected in the previous year. In July Mr. R. M. Macdonnell, Deputy Under-Secretary of State for External Affairs, was named Special Ambassador to the inauguration of President Prado of Peru.

Mr. Winters and Mr. James Sinclair, Minister of Fisheries, paid an official visit to the Dominican Republic, where Canada had an exhibit at the International Trade Fair. The two Ministers also visited Haiti and renewed acquaintance with members of the Presidential party which had visited Canada the previous year.

Members of Canadian missions in Latin America were present at three meetings of inter-American bodies as observers. These were the meeting of the Directing Council of the Pan American Sanitary Organization in Guatemala City, the second Inter-American Conference of Ministers of Education held in Lima under the joint auspices of UNESCO and the Inter-American Cultural Council, and a meeting of the Economic Commission for Latin America in Santiago, Chile. Canadian officials attended a conference on foot and mouth diseases in Rio de Janeiro and an International Trade Fair in Bogota, Colombia.

In June regular air service was started by Canadian Pacific Airlines between Canada and Argentina. At the same time negotiations began on a bilateral air agreement between the two countries. A number of

prominent Canadian businessmen and Government officials made the inaugural flight of the new service from Vancouver and Toronto to Buenos Aires.

A commercial *modus vivendi* between Canada and Honduras was signed in Tegucigalpa on July 11. This agreement completes the structure of trade relations between Canada and the Latin American countries based on the "most-favoured-nation" principle.

Substantial numbers of students from several of the countries of Latin America continued to pursue their education in Canadian schools and colleges. Films, publications, talks and radio programmes were used by all Canadian missions in Latin America to spread knowledge of Canada and endeavour to augment the existing goodwill. An example of this type of effort was the week of Canadian culture organized by the Embassy in Buenos Aires in collaboration with the University and civic officials of the city of Mendoza in Western Argentina.



## VIII

### EAST ASIA

#### 1. Indochina

Canada's membership in the three International Commissions for Supervision and Control in Indochina, on which it was invited by the co-chairman of the Geneva Conference (July 1954) to serve along with representatives of India and Poland, continued as a major international preoccupation during the past year. Canadian participation on the Commissions did not commit Canada to guarantee or enforce the provisions of the three Cease-Fire Agreements for Vietnam, Laos and Cambodia concluded at Geneva on July 21, 1954, or to undertake any new military or collective security commitments. Nevertheless, in supervising the execution of the agreements by the parties concerned, the Canadian Government believed that it would be assisting in establishing security and stability in South-East Asia. Although no final military and political settlement has been reached in Vietnam and Laos, the presence of the Supervisory Commissions has served to restrain any tendency to resume open hostilities in the area.

During 1956 Canadian participation on the three Commissions in Indochina, including fixed and mobile teams operating under the Commission's jurisdiction, continued to keep on duty in South-East Asia some 130 service personnel and 35 civilians drawn from or attached to the Department of External Affairs.

##### (a) *Vietnam*

During 1956 the International Commission in Vietnam continued to supervise and control the implementation of the Cease-Fire Agreement by the authorities of the two zones. The Commission also submitted a further interim report to the co-chairmen of the Geneva Conference on the performance of the two parties. The International Commission has been largely concerned with supervising the execution by the parties of the provisions of the military clauses of the Agreement (Articles 16 to 20), with alleged violations of Article 14 (c) (absence of reprisals against ex-resistance workers) and with examination of residual cases of alleged violations of Article 14(d) (freedom of movement). The Commission has also carried on its continuing responsibility of supervising the provisional demarcation line and the demilitarized zone.

In order to carry out its mandatory tasks, the Commission employed, in addition to its fixed teams, several mobile teams which were engaged for the most part in road and airfield reconnaissance and in investigations into allegations by the North that the South had violated the Geneva Agreement by taking reprisals against Communist sympathizers. The control to be exercised under Articles 16 and 17, which prohibit the introduction of new military personnel and equipment, was weakened in

the North by the failure of the People's Army High Command (communist) to allow a Commission mobile team to remain on continuous duty at Phuc Hoa, near the Chinese-Vietnamese border, and to provide the fixed teams in the Haiphong area with adequate means of transportation for sea control and for a sea reconnaissance of the coastal approaches to Haiphong.

Because of the withdrawal of the French Union Expeditionary Corps and the consequent dissolution of the French Union High Command on April 28, and as a result of a subsequent agreement reached by the French and the South Vietnamese on July 25, the Commission is now dealing directly with the authorities of the Republic of Vietnam. The South Vietnamese authorities have not accepted the legal responsibilities of the French Union High Command for the implementation of the Agreement but have offered *de facto* co-operation to the Commission and pledged themselves to maintain the peace. The International Commission, in informing the co-chairmen of the Geneva Conference of these arrangements and of the fact that the North Vietnamese High Command has stated that it is not satisfied with them, has indicated that these circumstances create some difficulty for the Commission.

Mr. Bruce Williams was appointed Canadian Commissioner in Vietnam on August 15, succeeding Mr. David Johnson.

(b) *Laos*

With the Communist Pathet Lao dissidents still continuing to exercise their claim over the whole area of the two northern provinces of Phong Saly and Sam Neua at the end of 1955, the Commission in Laos passed a resolution on January 7 reaffirming the sovereignty of the Royal Government over the disputed areas and calling upon the two sides to co-operate in re-establishing effective Royal administration and control over the two provinces as quickly as possible. The Pathet Lao chose to ignore this resolution but the Commission nevertheless continued to urge the two sides to resume the political negotiations for a final settlement. These had been broken off in the previous November.

After a lengthy exchange of letters throughout the spring, the Pathet Lao finally agreed at the end of July to re-open negotiations for a political settlement with the Royal Government, and Prime Minister Souvanna Phouma met his half-brother Prince Souvannavong, the Pathet Lao leader, at Vientiane at the beginning of August. At the close of their meeting, on August 5, the two leaders issued a joint communiqué in which they expressed agreement on the broad issues of settlement. The Royal Government promised to guarantee democratic freedoms for the Pathet Lao and to follow a neutral foreign policy with no military commitments, other than those provided for by the Geneva Agreement, unless the security of Laos was at stake. The two leaders agreed that all provocative acts in the two northern provinces should be brought to an end. The Royal Government guaranteed the right of the Pathet Lao to operate as a political party in accordance with the laws of the Kingdom and also provided for the freedom of action of certain Pathet Lao subsidiary organizations. While the Pathet Lao did agree to the restoration of Royal administration over the two northern provinces, no clear indication of how this was to be worked out was made in the agreement. A subsequent communiqué issued in Vientiane on August 10 provided for the holding of additional

elections to increase the number of deputies in the Laotian Parliament, in which the Pathet Lao would participate as a recognized political party. It also provided for some Pathet Lao representation in the Government.

No details of how the broad principles of agreement should be implemented were included in the two communiqués. The detailed negotiations were left to two joint committees, military and political, which began their meetings in Vientiane during the last week of September. These negotiations were still in progress at the end of the year.

No further interim report has been sent to the co-chairmen of the Geneva Conference since June 1955, although the Commission has already undertaken the preparation of a third interim report covering the intervening period.

Mr. P. G. R. Campbell succeeded Mr. P. A. Bridle in October as Canadian Commissioner in Laos.

### (c) *Cambodia*

Following the holding of general elections in September 1955, the responsibilities of the International Supervisory Commission in Cambodia have been very much reduced during 1956. The Commission's few remaining duties of supervision have related to questions of violations or threats of violations which might lead to a resumption of hostilities, control over the entry of military personnel and war materials into the country, foreign military bases and alliances, and residual cases involving the curtailment of democratic freedoms. In its most recent interim report to the co-chairmen of the Geneva Conference, the Commission officially recognized that Cambodia had fulfilled its main obligations under the Geneva Agreements. With the ensuing decrease in the number and magnitude of the tasks before the Commission, all the fixed and mobile inspection teams throughout the country were withdrawn during the year—with the exception of the team at Commission headquarters in Phnom Penh. The Canadian Delegation has also—so far unsuccessfully—advocated the dissolution of the Commission at an early date now that its work has been essentially completed.

No further interim reports have been sent by the Commission to the co-chairmen of the Geneva Conference since September 1955.

In July, the Canadian Commissioner, Mr. Arnold Smith, was succeeded by Mr. L. H. LaVigne as Acting Commissioner in Cambodia.

## 2. China

There were no important developments in relations between Canada and China during 1956. Canada continued to extend recognition to the National Government of the Republic of China on the Island of Taiwan. Within continental China the Communist regime continued to expand the industrial base of the country by extending communications facilities and the basic industrial plant. The Chinese Communist Party held its 8th National Congress, the first Congress of the Party since April 1945. No unusual developments sprang from the Congress. Relations between the National Government and the Communist regime continued to be hostile, although there were no large-scale engagements. During the year the Communist authorities made offers for a peaceful integration of Taiwan into the rest of China but these offers were not taken up by the National Government.



### 3. Korea

Korea remained divided during 1956 and the prospect of continued division became, if anything, firmer than before. The *de facto* peace based on the Armistice Agreement of July 27, 1953 continued. Both the United Nations Command side and the Communist side gave evidence of their willingness to continue to live with the post-armistice situation.

In May 1956 the United Nations Command side reviewed Communist obstruction of the work of the Neutral Nations Supervisory Commission and Communist violations of the Armistice Agreement, referred to the un-neutral conduct of the Czech and Polish members of the Neutral Nations Supervisory Commission and Neutral Nations Inspection Teams, and announced its decision to the Communist side of the Military Armistice Commission and also to the Neutral Nations Supervisory Commission that it would provisionally suspend, during the time that the Communist side continues in default, performance on its part of those provisions of the Armistice Agreement covering the operations of the NNSC and the NNITS in the area under the control of the United Nations Command. This decision was put into effect on June 8 and 9, 1956 since which time the Neutral Nations Supervisory Commission and its inspection teams have not functioned in the area south of the demilitarized zone. The NNSC withdrew its teams from the area north of the demilitarized zone on June 10 and 11, and they have similarly not functioned in that area since that time. The Neutral Nations Supervisory Commission continued to receive and analyse reports of the introduction of military equipment and personnel at its headquarters inside the demilitarized zone and by its very presence in the demilitarized zone acted as a stabilizing body to preserve the armistice.

By a note dated April 9, 1956 the Ministry of Foreign Affairs of the People's Republic of China, "both in their own name and by authorization of the Government of the Democratic People's Republic of Korea, proposed to the Government of the United Kingdom and through the Government of the United Kingdom to all other Governments of the United Nations Command, to call a conference of the nations concerned to discuss the question of the withdrawal from Korea of all foreign forces and of the peaceful unification of Korea". The Government of the United Kingdom, replying on May 28, 1956 on behalf of the governments contributing forces to the United Nations Command, stated that "The Governments of the United Nations Command are not aware of any change in the position of the People's Republic of China and the North Korean regime which would render such a conference fruitful. . . . If the People's Republic of China and the North Korean regime have concrete proposals for a settlement of the Korean question in conformity with the objectives of the United Nations, they are prepared to give such proposals every consideration." The governments contributing forces to the United Nations Command were of course concerned that the frustrating experience of the Geneva Conference of 1954 on Korea should not be repeated. The eleventh session of the General Assembly of the United Nations, which met late in 1956, did not take up consideration of the Korean problem during the year.

Canada continued to maintain a field ambulance unit and certain integrated personnel in Korea as part of the Commonwealth Contingent. The Commonwealth Contingent during the year transferred its main base from Japan to Korea.

#### 4. Japan

Relations with Japan continued to prosper during 1956. No new agreements were concluded but the implementation of existing agreements such as those on trade, air services, and the North Pacific fisheries, continued. Canada welcomed a large number of official and unofficial visitors from Japan, and during the year Mr. C. D. Howe paid a fortnight's visit to Japan to cement good relations further. On December 17, Japan was admitted as the eightieth member of the United Nations.

#### 5. South-East Asia

Although Canada is represented diplomatically in South-East Asia only in Indonesia, our relations with the area as a whole continued to draw closer during 1956 by means of mutual contact in the United Nations, participation in the Colombo Plan, Canadian representation on the Supervisory Commissions in Indochina, and through our Consulate General in Manila.

Canada's relations with Indonesia were strengthened by President Sukarno's visit to Canada in June, during which he addressed both Houses of Parliament and was thereby able to further Canadian understanding of Indonesian problems. Indonesia's increasing importance in world affairs was visibly demonstrated this past year by Dr. Sukarno's tours, in response to invitations, through important areas of the world.

A significant constitutional development in South-East Asia was the signing of the Malaya-United Kingdom agreement on self-government, setting August 1957 as the target date for Malayan self-government within the Commonwealth. Discussions between the United Kingdom and the Government of Singapore concerning the future status of Singapore within the Commonwealth, which took place during the year, will be continued early in 1957.

Canada's relations with Burma have continued to be cordial and closer relations have developed through mutual participation in the Colombo Plan. Canadian trade with the Philippines continues to increase. Canadian contacts with Thailand outside the United Nations are still limited, but are increasing in number and variety largely because of Thailand's prominent role in the United Nations.

An increasing awareness of the importance to Canada of South-East Asia has been demonstrated by the visit to the area in 1956 of Mr. Paul Martin.

## IX

### LEGAL AND CONSULAR AFFAIRS

#### 1. Legal Affairs

During the year the Department was concerned in this field with legal questions raised by the Geneva Agreements relating to the cease-fire in Indo-China; the presence on foreign soil of Canadian military establishments and personnel, and in Canada, of NATO forces; the recognition of new states and governments; Canada's participation in the United Nations and Specialized Agencies, and other matters.

The conclusion of international agreements was another aspect of the legal work of the Department during the past year. The Department, in consultation with the Department of Justice, examines the constitutional and legal aspects of agreements, and suggests steps for their implementation. In addition to supervising the method and procedure for obtaining the appropriate Canadian signatures, and to making arrangements for the ratification of agreements, it is responsible for their publication, their presentation to Parliament, and their registration with the United Nations. In 1956 Canada entered into thirty-eight international agreements, several of which relate to the peaceful use of atomic energy, avoidance of double taxation, and trade. A list of these agreements will be found in Appendix F.

The Department has also been concerned, in conjunction with other departments, with the study of the recommendations of the International Law Commission of the United Nations General Assembly concerning the International Law of the Sea. This Commission is charged with the codification and progressive development of International Law.

The Department is frequently involved with the application of federal statutes which by their nature touch on matters relating to Canada's external relations and for this reason, again in 1956, was concerned directly or indirectly with the extradition of criminals, nationality questions, copyright and patent applications, and other matters.

Representations on behalf of Canadian citizens were made to foreign governments. Early this year the Canadian Government submitted, through the medium of the United Kingdom Legation in Sofia, two claims for damages to the Bulgarian Government on behalf of the next-of-kin of the four Canadians who perished in the crash of the El Al Israeli Airlines aircraft which was shot down by Bulgarian air defence forces on July 27, 1955.

The Department also interested itself again in claims of Canadians who had suffered injury abroad or whose property in other countries was damaged as a result of war operations or confiscated under nationalization measures. In this connection, assistance was rendered to those claimants who were able to show that, after exhausting available local remedies in



the countries concerned, they had suffered denial of justice or discrimination. The Department assisted Canadians in the processing of their claims under existing foreign legislation or under certain international agreements such as the Treaties of Peace with Italy and Japan, the Austrian State Treaty, and the Equal Treatment Agreements with France, Belgium and The Netherlands. The Department conducted enquiries abroad on behalf of the War Claims Commission and co-operated with the Departments of Finance and Secretary of State in the disposal of various types of claims, in particular those coming under the Agreement on German External Debts.

It was also actively concerned with the Gut Dam Claims as new developments took place during the year 1956. These claims allege that substantial damage has been caused to waterfront property as a result of the construction in 1902 by the Canadian Government in the St. Lawrence River of a dam known as Gut Dam. Negotiations which had been conducted over a considerable period of time with the United States Government with a view to establishing by treaty an international tribunal to hear and dispose of these claims were suspended as a result of legal action taken in the New York courts to determine whether or not these courts had jurisdiction to adjudicate on them. Eight specific cases were the subject of a hearing before the United States District Court which held that it had no jurisdiction with respect to these cases because the required summons and complaints needed to commence each of these actions had never been properly served on Her Majesty in Right of Canada. In four of these cases this ruling was appealed to the United States Court of Appeals and at a hearing held on Friday, December 7, 1956 the United States Court of Appeal affirmed the decision of the lower court, thereby dismissing the appeal.

## 2. Consular Activities

Through its facilities in Ottawa, its diplomatic missions and consular posts in 45 countries, Canadian Trade Commissioners' offices and United Kingdom missions in others, the Department of External Affairs provides consular services and assistance to Canadian citizens and citizens of other countries intending to migrate to or visit Canada.

The Department's consular services and assistance include safeguarding the rights and interests of Canadian citizens and companies abroad; representing Canadian citizens in matters of estates abroad; assisting in finding missing persons; helping Canadian citizens abroad who are temporarily destitute, including financial aid on a recoverable basis; assisting Canadian seamen in distress; issuing and renewing passports and certificates of identity; procuring and authenticating legal documents, and providing advice and assistance on citizenship questions.

One of the more important services performed during the year involved evacuation of a number of Canadian citizens from the Middle East. Another important service resulting from international developments was special assistance given to the Department of Citizenship and Immigration in planning the emigration of Hungarian refugees to Canada. Special assistance was provided also, in connection with Hungarian developments, to persons in Canada with relatives in Hungary and to a number of Canadian citizens in Hungary when the rebellion began.

When hostilities in the Middle East began in the autumn of 1956, there were 79 Canadian citizens registered with the Department of External Affairs as residing in Egypt, 331 Canadians in Israel, 33 in Syria, and four in Jordan. Evacuation facilities were offered to all. Sixty-seven Canadians availed themselves of these emergency arrangements to depart from the Middle East.

Immigrant and non-immigrant visas are issued to citizens of Commonwealth and foreign countries seeking to enter Canada. (In those countries where Canadian immigration offices are located, these services are performed by the Department of Citizenship and Immigration.) The easing of travel restrictions in the Soviet Bloc countries resulted in a record number of non-immigrant visas being granted to officials, businessmen and private visitors from Eastern Europe. The volume of these fell sharply following the outbreak of hostilities in Hungary.

Progress was made in 1956 in facilitating travel of Canadian citizens abroad by the completion of visa agreements with other countries. As a result of an Exchange of Notes, effective July 1, 1956, Canadian citizens may visit Austria for a period of three months without obtaining visas. Agreements have been concluded under which Canadians may temporarily enter the following 13 countries without the necessity of obtaining visas: Austria, Belgium, Denmark, France (including Algeria), the Federal Republic of Germany, Italy, Liechtenstein, Luxembourg, Monaco, The Netherlands, Norway, Sweden, and Switzerland. Visas are also not required for visits to Greece. In addition, for entry to 3 countries (Israel, Finland and Japan) Canadians are granted visas without fees.

The Passport Office issued 89,591 passports and renewed 14,353 in 1956. During the year 2,850 certificates of identity were issued, and 1,596 were renewed. These certificates are issued to *bona fide* residents of Canada who are stateless or are unable to obtain passports or other travel documents from their country of origin. The fees received by the Passport Office during 1956 amounted to \$482,601.37.

A list of consular offices and of diplomatic offices, most of which include consular staff, maintained in Canada by other countries, will be found in Appendix C.

## X

### ECONOMIC AFFAIRS

Most countries enjoyed prosperous conditions during 1956. In many countries this prosperity was accompanied by a growing concern about inflationary pressure. Toward the end of the year the Middle Eastern crisis and the blocking of the Suez Canal led to new economic difficulties for a number of countries, particularly in Western Europe.

#### 1. Tariff and Trade Negotiations

A series of multilateral tariff negotiations among contracting parties to the General Agreement on Tariffs and Trade (GATT) took place in Geneva in the spring of 1956. Canada conducted negotiations with the United States and twelve countries of Europe and Latin America. The resulting agreements were signed in Geneva on May 23.

The eleventh session of the Contracting Parties was held in Geneva in October and November. Among other things the Contracting Parties made arrangements for the provisional accession of Switzerland to the General Agreement (following tariff negotiations which Switzerland will undertake). Sir Claude Corea of Ceylon was elected Chairman of the Contracting Parties, succeeding Mr. L. D. Wilgress of Canada. Instruments of ratification for the trade agreement between Canada and the U.S.S.R. which was signed at Ottawa, February 29, 1956 were exchanged in Moscow on May 26. The agreement was based on the exchange of most-favoured-nation treatment of each other's trade, particularly with respect to tariff rates. Since most-favoured-nation treatment is of relatively greater benefit to the U.S.S.R. than to Canada, in view of the greater importance of the tariff as a factor affecting importation into Canada, the Soviet Government has undertaken to purchase from Canada at least 400,000 tons of wheat during the three years of the agreement. A similar accord was negotiated at Ottawa in October with a Hungarian trade delegation, but because of the political events in Hungary signature did not take place during the year. Among the other countries with which Canada held discussions concerning trade relations during the year were Venezuela, Honduras and Uruguay.

A conference which had been convened in the autumn of 1955 by the United Nations to discuss the arrangements to place the International Wheat Agreement, due to expire in July 1956, was re-convened in February 1956 in Geneva. The conference negotiated a new agreement which will prolong, for a period of three years with certain modifications, the arrangements with respect to international purchases and sales of wheat, first established by the International Wheat Agreement in 1949 and renewed with modifications in 1953. The Canadian instrument of acceptance of a new agreement was deposited with the United States Government on September 26. Another important commodity conference was the International Sugar Conference, held at Geneva in October, which accepted a protocol amending the International Sugar Agreement of 1953.



## 2. Commercial Relations with the United Kingdom

There was a slow but fairly steady improvement in the United Kingdom's balance of payments in 1956, although toward the end of the year the Middle Eastern crisis caused a considerable reduction in the sterling area's central gold and dollar reserves. There were no significant changes in the level of quantitative import restrictions maintained by the United Kingdom. The United Kingdom-Canada Continuing Committee on Trade and Economic Affairs met in London on June 13 and 14.

In September the United Kingdom Government consulted the Canadian Government (and other Commonwealth governments) about the possible association of the United Kingdom in a Free Trade Area with the Customs Union that is being considered by six countries in Europe. In November the United Kingdom Government announced that it had decided to enter into negotiations with a view to the formation of a Free Trade Area (which would probably include other OEEC countries) in association with the proposed Customs Union.<sup>1</sup>

## 3. Commercial Relations with the United States

Trade between Canada and the United States (each the other's largest customer) continued to increase in 1956. As usual the bulk of this trade flowed smoothly in both directions unimpeded by any special difficulties. United States programmes of agricultural surplus disposal continued to be a source of concern to the Canadian Government, however, because of their effects on Canadian sales in foreign markets. There were frequent discussions between Canadian and United States officials on these problems and on other aspects of commercial relations.

There were no significant changes in United States restrictions on imports of agricultural products of interest to Canada. In December the President rejected the recommendation of the United States Tariff Commission for an increase in the duty on ground-fish fillets, of which Canada is the leading exporter to the United States.

Although the oil industry in the United States applied voluntary restrictions for a time on the importation of oil into the United States, these restrictions were not applied to imports of oil from Canada. Their declared purpose was to help maintain an adequate United States oil industry for security reasons, and it was recognized that the production of the Canadian industry would be equally available for continental defence.

## 4. Other Economic Matters

An agreement between Canada and Denmark for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income came into effect with the exchange of ratifications at Copenhagen in September. A like agreement was signed at Ottawa in June with the Federal Republic of Germany. Amendments to a similar agreement which already existed between Canada and the United States of America were signed in Ottawa during August. In September an agreement was also signed in Ottawa with the Union of South Africa covering double taxation

<sup>1</sup>For more detail see Chapter V, 1 on Western European Integration.

and the prevention of fiscal evasion. An exchange of notes extended the Canada-United Kingdom Income Tax Agreement of 1946 to cover British East Africa.

On July 20 an exchange of notes between Belgium and Canada amended the Annex to the Air Services Agreement of August 30, 1949 between the two countries to permit the Belgian airline to substitute Montreal for Gander as its traffic stop in this country.

A Canadian delegation attended the 10th Session of the Assembly of the International Civil Aviation Organization which met in Caracas, Venezuela from June 19 to July 16. On August 16 the Canadian Chargé d'Affaires a.i. in Warsaw signed the Hague Protocol to amend the 1929 Warsaw Convention for the Unification of Certain Rules relating to International Carriage by Air. Canada was also represented at the ICAO Joint Support Conference which met in Geneva from September 6 to 25 and which drew up new agreements with Denmark and Iceland for the joint financing of air navigation services in Greenland and the Faroe Islands and in Iceland. Canada signed the new agreements on November 28 in Montreal.

On September 25 the new trans-Atlantic telephone cable linking Canada, the United States and the United Kingdom was formally opened. The new cable is jointly owned by the United Kingdom General Post Office, the American Telephone and Telegraph Company and the Canadian Overseas Telecommunications Corporation.

## 5. Peaceful Uses of Atomic Energy

The Department was actively involved during 1956 in work relating to the gift to India, under the Colombo Plan, of an atomic reactor similar to the NRX reactor in use at Canada's atomic energy establishment at Chalk River. The provision of this advanced research instrument, to be available also to scientists of other countries of South-East Asia, was covered in an agreement between the Governments of Canada and India signed at New Delhi on April 28, 1956. (Further details concerning this project appear in the section on aid to under-developed countries.)

Another important event in the field of peaceful uses of atomic energy was the conference of eighty countries held in New York from September 20 to October 26 on the Statute of the International Atomic Energy Agency. The Canadian Delegation played an active role at this conference, Canada having been one of the twelve countries which earlier in the year had prepared the draft statute which went before the conference, and contributed effectively to the success of the negotiations. The Statute was signed at the conclusion of the conference by representatives of seventy governments, and is expected to come into effect in 1957. The Agency, which will be an independent body under the aegis of the United Nations, is designed to promote the development and application of peaceful uses of atomic energy in all countries while ensuring against the diversion to military use of the resources which will be made available through it.

The Canadian atomic programme continued to make progress during 1956 in the exploitation of atomic energy for constructive purposes, and attracted an increasing flow of scientists and other visitors from abroad. The Department assisted in arranging such visits.



The Department and its missions abroad were also engaged in 1956 in other activities relating to the peaceful use of atomic energy. It may be expected that, because of Canada's abundant uranium deposits and relatively advanced position in atomic development, her international activities will be increasingly concerned with peaceful applications of atomic energy as these become more widespread both in this country and abroad.

## 6. Aid to Under-Developed Countries

During the past year Canada made available an amount of \$34,400,000 for capital aid and technical assistance under the Colombo Plan to countries of South and South-East Asia. This was an increase of \$8,000,000 over the amount provided under the Colombo Plan in the previous year, and brought to \$162,800,000 the total amount contributed by Canada to the Colombo Plan since its beginning in 1950. In December the Government announced its intention of asking Parliament to make a similar contribution of \$34,400,000 in the fiscal year 1957-58.

In addition, in September 1956 Canada made a gift of wheat to Pakistan valued at \$1,500,000 to help in overcoming a serious grain shortage which had developed there.

The greater part of Canada's contribution under the Colombo Plan during the past year was for assistance to economic development projects in India, Pakistan and Ceylon. In India, Canadian assistance was devoted mainly to the important hydro-electric development at Kundah in Madras State, the Canada-India atomic reactor at Trombay, and diesel generators to be used in Indian villages for producing electricity.

In Pakistan further funds were made available for construction of and equipment for the large hydro-electric development at Warsak on the north-west frontier. Additional assistance was given to the aerial survey of natural resources in Pakistan, and further shipments of copper were sent as part of the programme for supplying industrial commodities to Pakistan. Colombo Plan assistance was also given in respect of a thermal power plant at Goalpara in East Pakistan, the construction of an electricity transmission line between Dacca and Chittagong in East Pakistan, and the construction of a hydro power plant at Shadiwal.

In Ceylon the fisheries project, including cold storage and by-products plans, was nearing completion by the end of 1956. An aerial survey of natural resources was begun during the year. Three more diesel locomotives were supplied, bringing to eight the number provided by Canada to Ceylon under the Colombo Plan. Equipment for the Colombo airport and for use in pest control and for agricultural workshops was also provided. Further shipments of flour were made, as a consequence of which counterpart funds were established by the Ceylon Government to finance the construction of rural roads and various other development projects.

In October an agreement was concluded with the Malayan Government under which Canada will assist in an aerial survey of natural resources. Flying operations by a Canadian air survey company were well under way by the end of the year.

In addition to capital help, Canada's activities under the Technical Co-operation Scheme have been increasing since the inception of the Colombo Plan in 1950. In 1955 Canada spent just under \$1 million



in providing training facilities for students and in sending Canadian experts to the South-East Asian area, and it is expected expenditure for these purposes will exceed \$1.5 million this year. A total of 599 fellows and scholars have received training in Canada since 1950, and of these, 239 were still in Canada at September 30, 1956 taking academic or practical courses in agriculture, engineering, medicine, business and public administration, co-operatives, marketing and a wide variety of other fields. During 1956, 37 Vietnamese students studied agricultural machinery and road building techniques in Canada, 24 Indonesian students took graduate and under-graduate courses in public administration, agriculture and engineering, and 40 Indian trainees received instructions on the practical application of atomic energy for peaceful purposes in conjunction with a Canadian-Indian reactor project.

Of the 83 Canadian experts sent abroad under the Colombo Plan since 1950, 40 are still carrying out assignments on fisheries projects, trade schools, nursing institutes and universities throughout the area. Additional Canadian experts have also been employed on aerial resources survey teams in Ceylon, India and Pakistan, with the Canadian-Indian atomic reactor in India and the cement plant and Warsak hydro-electric project in Pakistan.

As well as providing skilled personnel and training facilities, Canada is supplying an increasing flow of equipment to training and research institutions in South and South-East Asia. This year, the Canadian Government approved commitments of extensive equipment for the Burmese Technical Institute at Rangoon, photogrammetric instruments for the Burmese Survey Department, and a motor vehicle to Pakistan for use in an arid zone research project involving UNESCO. Two teams composed of outstanding Canadian medical personnel will be going to India in early 1957 to provide instruction and to learn more of India's special needs in this field.

In November and December representatives of all of the countries participating in the Colombo Plan met in Wellington, New Zealand, for the annual meeting of the Colombo Plan Consultative Committee. The participating countries at Wellington reviewed the experiences of the past year and outlined their future programmes. Support was given by all the participating countries for the continuation of the co-operative efforts being made under the Colombo Plan for improving economic conditions and raising living standards in South and South-East Asia.

#### *United Nations Technical Assistance*

In addition to its bilateral commitments, Canada firmly supports the United Nations Programme for Technical Assistance which provides, through the seven UN Specialized Agencies, multilateral assistance to the less-fortunate countries of the world. In 1956-57, Canada increased its allotment to \$2 million (an increase of \$200,000 over 1955, and \$500,000 over 1954). In addition to this pledge, the further commitment was given that, subject to Parliamentary approval, Canada would make a contribution of a similar order of magnitude to the 1958 and 1959 programmes.

## 7. Emergency Relief

The Government agreed that disbursements from the unexpended balance of the European Flood Relief Fund could be made by the Canadian Red Cross for international relief in consultation with the Department of External Affairs. The Canadian Red Cross has drawn on these funds to aid Greece, India, Afghanistan and Hungary. Subsequently, following the outbreak of violence in Hungary and the consequent distress within that country and among the large number of Hungarians who fled to Austria and elsewhere, the Special Session of Parliament held in November voted the sum of \$1,000,000 to provide assistance for the victims of these tragic events. This money was allocated by the Government among the various agencies active in Hungarian relief work, a substantial portion going to the Red Cross and the remainder to the United Nations and other agencies working in co-operation with it.

## XI

### INFORMATION AND CULTURAL AFFAIRS

The Department of External Affairs is responsible for the co-ordination of the Government's information activities outside Canada. In most countries it is directly responsible for conveying to the people and their governments a knowledge and understanding of Canada and the Canadian people by disseminating information on all aspects of Canadian life, including matters relating to our external policies.

Within Canada the Department makes available current and background information on international issues of concern to this country, arranges for speakers, deals with requests for information about Canada's external relations, and produces and distributes to interested organizations and individuals a variety of publications dealing with the Department's sphere of activity.

#### 1. Information on International Affairs and International Organizations

An increasing awareness of Canada's role in international affairs was reflected in 1956 in a growing number of requests originating in Canada and abroad for publications and for information about the Department and its work. Canadian participation in the North Atlantic Treaty Organization, the Colombo Plan, the United Nations and in other international organizations was of particular interest to the press, educationists, business corporations and the general public.

During 1956 the North Atlantic Council studied what further measures might be taken by NATO countries to advance their common interest and decided that greater emphasis should be placed by NATO on activities designed to further the objectives of Article II of the North Atlantic Treaty, including activities in the information and cultural fields. As a result, the Department examined with NATO's Information Service ways and means of increasing cultural co-operation among NATO members and of developing greater public awareness and understanding of NATO and the Atlantic Community. Close relations were also maintained with the Canadian Atlantic Co-ordinating Committee, a non-governmental organization which acts as a branch of the Atlantic Treaty Association and which also provides information about NATO to the public.

During the year NATO publications issued in Paris and by the Department were distributed to libraries, universities, and other organizations and individuals. The Department also assisted in arrangements for a tour of Northern and Western Canada by journalists from European NATO countries, as well as for participation by Canadian journalists in NATO tours in Europe. The Department was also consulted on the production of a film on Canada sponsored jointly by NATO and the National Film Board as part of a series on NATO countries.



Information about the United Nations and Canadian participation in the UN and its principal organs was provided by the Department in co-operation with the United Nations Association.

During 1956, in co-operation with the Department of Trade and Commerce, the Department made arrangements for publicity in South and South-East Asia about Canadian Colombo Plan projects and Canadian technicians sent to that area under the Plan, as well as about trainees from Colombo Plan countries undergoing technical training in Canada. The Department also dealt with an increasing number of requests from Canadians for information and publications about the Colombo Plan. A regular supply of information material was sent to the Colombo Plan Information Unit in Colombo, Ceylon, and much of this material was used in publications issued by the Unit.

## 2. Cultural Affairs and UNESCO

As in previous years, the Department was responsible for co-ordinating Canadian participation in the work of the United Nations Educational, Scientific and Cultural Organization. In this sphere the most important single event was the Ninth Session of the General Conference of that organization, which met in New Delhi, India, from November 5 to December 5, to consider the programme and budget for 1957 and 1958. This meeting was of special significance in that it was the first major United Nations conference to be held in Asia. Canada was represented by a delegation representing various Canadian organizations and groups concerned with UNESCO activities.

In addition to the special responsibilities associated with the General Conference, the Department continued day-to-day liaison work between UNESCO and interested parties in Canada. With the co-operation of federal and provincial agencies and non-governmental organizations throughout Canada, arrangements were made for representation at various international meetings sponsored by UNESCO, and for Canadian participation in UNESCO technical assistance projects; material was prepared for a number of UNESCO publications, and contributions were made to a variety of special studies.

The Department of External Affairs continued to be responsible for the administration of the Canadian Government Overseas Awards programme. During 1956, the fifth year in which this programme has been in effect, fellowships and scholarships for study in France and The Netherlands were awarded to 28 Canadians selected by the Royal Society of Canada. The Department also assisted the Royal Society and the North Atlantic Council in developing the scope of the NATO Scholarship and Fellowship Scheme which was inaugurated in 1955. In 1956 the first Canadian to be awarded a NATO fellowship completed a study of measures taken by NATO countries to stimulate public interest in the organization.

Donations of Canadian books continued to be made to libraries in a number of countries, with collections of "Canadiana" being presented in Brazil, Japan, and India. Additions were also made to the list of important foreign libraries entitled to receive copies of Canadian Government publications on request.

During the past year the Department continued its efforts to increase international knowledge of Canada's cultural life. In co-operation with

the Exhibition Branch of the Department of Trade and Commerce, the National Gallery, and other government and voluntary agencies, the Department arranged for a number of exhibitions and displays abroad. Assistance was given toward Canadian participation in various international fairs, and in an annual children's art and essay exhibition in India; Canadian paintings were shown in New Zealand, Italy, Switzerland, and the United States; a week of Canadian culture was organized at an Argentinian university; collections of Canadian books were displayed in Australia, the United States and Venezuela; an exhibition of "Canadiana" was dispatched to Australia for use during the Olympic Games; a collection of Canadian cartoons was assembled for a tour of India; and the exhibition of Eskimo carvings, sent to Europe in 1955, was displayed in The Netherlands, Belgium, France, Italy and Switzerland. Canada also participated in the 28th Biennial International Art Exhibition at Venice in the summer.

### 3. General Information

Reports from Canadian diplomatic and consular missions and the large number of requests for information and publications received in Ottawa gave evidence of increasing interest in Canada on the part of the public in many countries. The national press in many countries featured articles on various aspects of Canadian life and development, and Canada's part in international affairs. Information supplied by posts plays an important part in this activity. In addition to day-to-day coverage in the press, several newspapers and periodicals in Latin America, the United States, Continental Europe and the United Kingdom devoted special issues or supplements to Canada. In each case, the Department of External Affairs assisted the publishers in the preparation of these special issues.

Interest in Canada abroad was also reflected by a large number of requests from educational institutions of all levels for materials for projects on Canada. Individuals were provided with data for use in the preparation of theses in both graduate and post-graduate studies and assistance was given to authors writing on diverse aspects of Canadian life.

The Department assisted prominent journalists, students, writers and lecturers visiting Canada from the United States, Europe, the Middle East, South America, Asia and the United Kingdom. Itineraries were arranged and, when required, assistance was given in arranging interviews for the visitors and in providing them with background documentation.

### 4. Relations with the Canadian Broadcasting Corporation

With the co-operation of the Department and of Canadian posts abroad, the International Service of the Canadian Broadcasting Corporation arranged for broadcasts to foreign listeners in their own languages about Canadian life and current Canadian opinion on world developments. In addition, special musical programmes and other feature transcriptions were prepared and broadcast on local stations in many countries. Programmes which reached wide audiences included those prepared especially for July 1 and Christmas. The Department also assisted in arrangements for recorded broadcasts by Canadians in Indochina, Kashmir and other parts of the world for use by the CBC in Canada in special radio and television programmes at Christmas.

## 5. Documentation and Services

During the year under review, the Department produced and supplied Canadian missions abroad with reference papers on selected subjects, reprints of articles of special Canadian interest, and texts of official statements and speeches, as well as a weekly summary of developments in Canada, thus assisting Canadian representatives to meet the continuing heavy flow of requests for information. Publications relating primarily to external affairs were also distributed in Canada. Photo features and photographic prints on Canadian subjects were also supplied and widely used by foreign newspapers and periodicals. In addition Canadian diplomatic and consular posts distributed informational material on many subjects on behalf of other government departments and agencies.

## 6. Films

The Department co-operates with the National Film Board of Canada in the distribution abroad of documentary films, which have been proven one of the more effective means of making Canada better known abroad. During 1956 the number of film programmes arranged by Canadian missions abroad increased by approximately 27 per cent over 1955. The increase in the total audience was in the neighbourhood of 20 per cent. Special prestige showings of selected films were arranged in eight countries of South and South-East Asia and also by several posts in other areas. Plans were made by the Department and the National Film Board for an extension of the latter's activities in South and South-East Asia. During the year many missions assisted also in arranging for the entry of NFB films in international film festivals with gratifying results. With the progress of television in many areas, Canadian films were in growing demand for television showings. Wide use was made of a special television clip supplied to missions abroad for showing in conjunction with the observance of Canada's National Day.

With the co-operation of the National Film Board, film libraries of from 75 to 1,000 films were maintained in 1956 at 69 Diplomatic, Consular and Trade Commissioner posts abroad.

## 7. Relations with the Press

The Press Office is responsible for liaison with the press in Canada and for public information arrangements when the Government entertains distinguished visitors. During 1956 ninety-four press releases were issued in a numbered series as well as advance texts of important statements of Government policy made in Ottawa and at international conferences abroad. Arrangements also were made for six press conferences by the Secretary of State for External Affairs.

Special arrangements were made for press, radio, photographic, television, and newsreel coverage of the visits by distinguished guests of the Government and assistance was provided for visiting journalists



who were covering these visits, in particular for the visits of the Presidents of Italy and Indonesia and the Prime Ministers of the United Kingdom and of India.

Assistance was also given to Canadian correspondents in making plans to visit other countries. However, the bulk of the time and efforts of the press officers was devoted to the handling of day-to-day enquiries from members of the Canadian Parliamentary Press Gallery, representatives of the news agencies and foreign journalists resident in Ottawa.

## XII

### ORGANIZATION AND ADMINISTRATION OF THE DEPARTMENT

Under the authority of the Secretary of State for External Affairs, the Department is administered by the Under-Secretary of State for External Affairs (Deputy Minister) who is assisted by a Deputy Under-Secretary and by four Assistant Under-Secretaries, each of whom is responsible for the activities of specific divisions of the Department. The Department in Ottawa, which is organized into nineteen divisions and three smaller units, has responsibility for advising the Government on political and economic affairs in various geographical areas of the world and in international organizations, and for the administration of its posts abroad.<sup>1</sup>

During the year the number of divisions was increased by one, bringing the total to nineteen, and the number of smaller units was increased from two to three. The new division, Middle Eastern, was established to deal with the steadily-rising volume and increasing importance of work relating to the Middle East, a region which had in the past been the responsibility of the former Commonwealth and Middle Eastern Division. An Inspection Service was established to maintain closer liaison between headquarters and missions abroad. As a consequence of the rapid expansion of the Department in recent years, there had developed a need to give missions fuller and more continuous guidance in carrying out their responsibilities and to acquire first-hand knowledge of the problems with which members of the service are confronted at posts abroad. It is intended that members of the Inspection Service will visit all diplomatic and consular posts once every three years.

Canada now maintains 59 diplomatic and consular posts abroad and a military mission at Berlin which also performs consular duties.<sup>2</sup>

Of the 59 posts, 33 are embassies, seven high commissioners' offices, four legations, three permanent missions to international organizations, and 12 consular offices. During the year the legations in Austria, Denmark, and Sweden were raised to the status of embassies, and an Ambassador was appointed to Vienna, which had formerly been the responsibility of the Ambassador to Switzerland. A Consulate was opened at Hamburg. In addition Canada is represented, together with India and Poland, on the International Supervisory Commissions for Cambodia, Laos and Vietnam. Canada's membership on these Commissions requires that delegations be maintained at Phnom Penh in Cambodia, Vientiane in Laos, and Hanoi and Saigon in Vietnam. The missions are manned jointly by the Departments of External Affairs and National Defence.

<sup>1</sup>See Appendix A: "Organization of the Department at Ottawa".

<sup>2</sup>See Appendix B: "Canadian Diplomatic and Consular Representation Abroad".

Forty-eight countries now have diplomatic missions in Canada. Of these, 33 are embassies, six are high commissioners' offices and nine are legations. In addition, 11 countries have Consuls-General or Consuls in Canada but no resident diplomatic missions. During 1956 Costa Rica established an embassy, and Iran a Legation, in Ottawa, and the legations of Denmark and Sweden were raised to the status of embassy.<sup>1</sup>

As the result of a competition begun in December 1955, and conducted by the Civil Service Commission, 15 new Foreign Service Officers joined the Department in 1956. The number of candidates who took part in the examination was 207. Another competition began with a written examination in December 1956 in which 249 candidates participated at centres across Canada and in other parts of the world. During the year, 247 appointments were made to the administrative staff of the Department and 180 resignations were tendered, leaving a net increase of 67 persons. A new External Affairs Officer class, to be comprised of rotational Administrative Officers, Consular Officers and Information Officers, was created in 1956.

Following is a comparison of the departmental personnel strength on December 31, 1955 and December 31, 1956.

Officers	1955	1956	
Ottawa .....	151	150	-1
Abroad .....	192	214	+22
Administrative Personnel			
Ottawa .....	503	536	+33
Abroad .....	301	335	+34
Local Staff .....	463	466	+3
Totals .....	1610	1701	+91

During the year two Heads of Post abroad, Lieutenant General M. A. Pope, C.B., M.C., Canadian Ambassador to Spain, and Mr. H. G. Norman, Canadian Consul-General in New York, retired from the service. The Official Secretary at Canada House, London, Mr. Frederick Hudd, also retired after a lengthy career in the foreign service.

In 1956 purchases were made of a site for a residence in Brussels, on which work is soon to be started, and a residence in Oslo. A 99-year lease was arranged on a property in Canberra on which to build a chancery, for which the plans are well advanced. The new chancery in The Hague was completed, and further progress was made in the construction of a chancery in Paris, scheduled for completion in 1957. A new residence was leased in Vienna. New chancery accommodation was leased in Vienna, Lisbon, Capetown and Geneva.

Furnishing schemes, in whole or in part, were undertaken at the following (a) residences: Rio de Janeiro, New York, Oslo, Vienna, Berne, Pretoria, Colombo, Helsinki, Mexico City, Karachi, Lima, Stockholm, Moscow, San Francisco and Seattle; (b) chanceries: The Hague, Rome and Geneva; (c) staff residences: Ankara, Beirut, Karachi, Moscow, Warsaw, Brussels, Canberra, Belgrade, Colombo and Djakarta.

<sup>1</sup>See Appendix C: "Diplomatic and Consular Representation of other Countries in Canada".



## APPENDIX A

### ORGANIZATION OF THE DEPARTMENT AT OTTAWA

Secretary of State for External Affairs

Under-Secretary of State for External Affairs

Deputy Under-Secretary of State for External Affairs

Four Assistant Under-Secretaries of State for External Affairs  
(one of whom is Legal Adviser)

#### Nineteen Divisions:

American

Commonwealth

Communications

Consular

Defence Liaison (1)

Defence Liaison (2)

Economic

Establishments and Organization

European

Far Eastern

Finance

Historical Research and Reports

Information

Legal

Middle Eastern

Personnel

Protocol

Supplies and Properties

United Nations

Inspection Service

Political Co-ordination Section

Press Office

## APPENDIX B

### CANADIAN DIPLOMATIC AND CONSULAR REPRESENTATION ABROAD<sup>1</sup>

#### 1. Diplomatic Missions<sup>2</sup>

<b>Country</b>	<b>City</b>	<b>Nature of Post</b>
Argentina	Buenos Aires	Embassy
Australia	Canberra	High Commissioner's Office
Austria	Vienna	Embassy
Belgium	Brussels	Embassy
Brazil	Rio de Janeiro	Embassy
Ceylon	Colombo	High Commissioner's Office
Chile	Santiago	Embassy
Colombia	Bogota	Embassy
Cuba	Havana	Embassy
Czechoslovakia	Prague	Legation
Denmark	Copenhagen	Embassy
Dominican Republic	Ciudad Trujillo	Embassy
Egypt	Cairo	Embassy
Finland	Helsinki	Legation
France	Paris	Embassy
Germany	Bonn	Embassy <sup>3</sup>
Greece	Athens	Embassy
Haiti	Port-au-Prince	Embassy
India	New Delhi	High Commissioner's Office
Indonesia	Djakarta	Embassy
Ireland	Dublin	Embassy
Israel	Tel Aviv	Embassy
Italy	Rome	Embassy
Japan	Tokyo	Embassy
Lebanon	Beirut	Legation
Mexico	Mexico	Embassy
Netherlands	The Hague	Embassy
New Zealand	Wellington	High Commissioner's Office
Norway	Oslo	Embassy
Pakistan	Karachi	High Commissioner's Office
Peru	Lima	Embassy
Poland	Warsaw	Legation
Portugal	Lisbon	Embassy
Spain	Madrid	Embassy

<sup>1</sup>For more information see the quarterly publication of the Department entitled *Canadian Representatives Abroad and Representatives of Other Countries in Canada*.

<sup>2</sup>No posts are maintained in Iceland and Luxembourg, but the Canadian Ambassador to Norway is also accredited as Minister to Iceland, and the Ambassador to Belgium as Minister to Luxembourg. The Ambassador to Sweden is also accredited as Minister to Finland, the Ambassador to Greece as Ambassador to Israel and the Ambassador to Egypt as Minister to Lebanon. The Ambassador to Cuba is also accredited as Ambassador to the Dominican Republic and to Haiti.

<sup>3</sup>There is also a mission in Berlin.

Sweden	Stockholm	Embassy
Switzerland	Berne	Embassy
Turkey	Ankara	Embassy
Union of South Africa	Pretoria	High Commissioner's Office
Union of Soviet Socialist Republics	Moscow	Embassy
United Kingdom	London	High Commissioner's Office
United States of America	Washington	Embassy
Uruguay	Montevideo	Embassy
Venezuela	Caracas	Embassy
Yugoslavia	Belgrade	Embassy

## 2. Permanent Missions to International Organizations

Organization	City
North Atlantic Council	Paris
Organization for European Economic Co-operation	
United Nations	New York
United Nations (European Headquarters)	Geneva

## 3. Consulates

Country	City	Nature of Post
Brazil	Sao Paulo	Consulate
Germany	Hamburg	Consulate
Philippines	Manila	Consulate General
United States of America	Boston	Consulate General
	Chicago	Consulate General
	Detroit	Consulate
	Los Angeles	Consulate General
	New Orleans	Consulate General
	New York	Consulate General
	Portland, Maine	Vice-Consulate
	San Francisco	Consulate General
	Seattle	Consulate General



## APPENDIX C

### DIPLOMATIC AND CONSULAR REPRESENTATION OF OTHER COUNTRIES IN CANADA<sup>1</sup>

#### 1. Diplomatic Missions<sup>2</sup>

<i>Country</i> <sup>3</sup>	<i>Nature of Post</i>
*Argentina	Embassy
Australia	High Commissioner's Office
*Austria	Legation
*Belgium	Embassy
*Brazil	Embassy
*Chile	Embassy
*China	Embassy
*Colombia	Embassy
*Costa Rica	Embassy
*Cuba	Embassy
*Czechoslovakia	Legation
*Denmark	Embassy
*Dominican Republic	Embassy
Egypt	Embassy
*Finland	Legation
*France	Embassy
*Germany	Embassy
*Greece	Embassy
*Haiti	Embassy
*Iceland	Legation
India	High Commissioner's Office
Indonesia	Embassy
Iran	Legation
Ireland	Embassy
*Israel	Embassy
*Italy	Embassy
*Japan	Embassy
Lebanon	Legation
*Luxembourg	Legation
*Mexico	Embassy
*Netherlands	Embassy
New Zealand	High Commissioner's Office
*Norway	Embassy
Pakistan	High Commissioner's Office

<sup>1</sup>For further particulars see the quarterly publications of the Department entitled *Canadian Representatives Abroad and Representatives of Other Countries in Canada and Diplomatic Corps*.

<sup>2</sup>The Ministers of Iceland and Luxembourg are also accredited to the United States of America, where they are ordinarily resident.

<sup>3</sup>Those countries which are marked with an asterisk also have consulates in Canada. The Office of the High Commissioner for India has charge of the interests of Nepal; the Legation of Poland of those of Hungary; the Legation of Switzerland of those of Liechtenstein; and the Legation of Lebanon of those of Iraq.

*Peru	Embassy
*Poland	Legation
*Portugal	Embassy
*Spain	Embassy
*Sweden	Embassy
*Switzerland	Legation
Turkey	Embassy
Union of South Africa	High Commissioner's Office
Union of Soviet Socialist Republics	Embassy
United Kingdom	High Commissioner's Office
*United States of America	Embassy
*Uruguay	Embassy
*Venezuela	Embassy
*Yugoslavia	Embassy

## 2. Countries Having Consulates but no Diplomatic Missions

Bolivia	Nicaragua
Ecuador	Panama
Guatemala	Philippines
Honduras	Salvador
Liberia	Thailand
Monaco	

## **APPENDIX D**

### **INTERNATIONAL ASSOCIATIONS AND ORGANIZATIONS OF WHICH CANADA IS A MEMBER<sup>1</sup>**

#### **COMMONWEALTH OF NATIONS**

#### **NORTH ATLANTIC TREATY ORGANIZATION**

#### **UNITED NATIONS**

##### **Economic and Social Council**

Technical Assistance Committee

Economic and Social Council Commissions:

Commission on International Commodity Trade

Commission on Narcotic Drugs

Population Commission

Statistical Commission

##### **United Nations Specialized Agencies**

Food and Agriculture Organization

International Bank for Reconstruction and Development

International Civil Aviation Organization

International Labour Organization

International Monetary Fund

International Telecommunication Union

Educational, Scientific and Cultural Organization

Universal Postal Union

World Health Organization

World Meteorological Organization

##### **Other United Nations Continuing Bodies**

Collective Measures Committee

Disarmament Commission

Sub-Committee of Disarmament Commission

Advisory Committee on the International Conference on the Peaceful Uses of Atomic Energy

Scientific Committee on the Effects of Atomic Radiation

Preparatory Commission for the International Atomic Energy Agency

Korean Reconstruction Agency Advisory Committee

Negotiating Committee for Extra-Budgetary Funds

Board of Auditors (term expires June 30)

Preparatory Committee for the Intergovernmental Maritime Consultative Organization

United Nations Children's Fund Executive Board

##### **Commonwealth Organizations**

Commonwealth Advisory Aeronautical Research Council

Commonwealth Advisory Committee on Defence Science

Commonwealth Agricultural Bureaux Executive Council

---

<sup>1</sup> Intergovernmental bodies only are included.



Commonwealth Air Transport Council  
 Commonwealth Economic Committee  
 Commonwealth Liaison Committee  
 Commonwealth Shipping Committee  
 Commonwealth Telecommunications Board  
 Imperial War Graves Commission  
 South Pacific Air Transport Council  
 Commonwealth Forestry Conference  
 Commonwealth Scientific Conference

#### **United States—Canada Organizations**

International Boundary Commission  
 International Joint Commission  
 International Pacific Halibut Commission  
 International Pacific Salmon Fisheries Commission  
 Joint Committee on Trade and Economic Affairs  
 Joint Industrial Mobilization Committee  
 Permanent Joint Board on Defence  
 Great Lakes Fishery Commission

#### **Inter-American**

Commissions on Geography and Cartography of the Pan-American  
 Institute of Geography and History  
 Inter-American Radio Office  
 Inter-American Statistical Institute  
 Postal Union of the Americas and Spain

#### **Colombo Plan**

Consultative Committee on Co-operative Economic Development in  
 South and Southeast Asia  
 Council for Technical Co-operation in South and Southeast Asia

#### **Conservational<sup>1</sup>**

International Northwest Atlantic Fisheries Commission  
 International North Pacific Fisheries Commission  
 International Whaling Commission

#### **Economic<sup>2</sup>**

Contracting Parties to the General Agreement on Tariffs and  
 Trade  
 Inter-Allied Reparations Agency  
 Intergovernmental Committee for European Migration  
 International Cotton Advisory Committee  
 International Rubber Study Group  
 International Sugar Council  
 International Tin Study Group  
 International Tin Council  
 International Union for the Protection of Industrial Property  
 International Union for the Protection of Rights of Authors over their  
 Literary and Artistic Works

<sup>1</sup> See also under United States Canada Organizations.

<sup>2</sup> See also under previous headings.

**Economic (continued)**

International Union for the Publication of Customs Tariffs  
International Wheat Council  
International Wool Study Group  
Organization for European Economic Co-operation (as associate member)  
United Kingdom-Canada Continuing Committee on Trade and Economic Affairs

**Scientific**

International Bureau of Weights and Measures  
International Committee of Military Medicine and Pharmacy  
International Hydrographic Bureau  
International Institute of Refrigeration

## APPENDIX E

### INTERNATIONAL CONFERENCES HELD IN 1956 AT WHICH CANADA WAS OFFICIALLY REPRESENTED

#### United Nations Conferences

- United Nations Wheat Conference: Geneva, February 20.
- International Labour Organization: Governing Body, 131st Session, Geneva, February 24; 132nd Session, May 28; 133rd Session, November 14; Conference, 39th Session, Geneva, June 6.
- United Nations Children's Fund: Executive Board, New York, March 12.
- Economic and Social Council: 21st Session, New York, April 17; 22nd Session, Geneva, July 9.
- United Nations Educational, Scientific and Cultural Organization: Conference on the Cultural Integration of Immigrants, Havana, April 18; 9th Session, New Delhi, November 5.
- International Telecommunications Union: Administrative Council, 11th Session, Geneva, April 21.
- Commission on Narcotic Drugs: 11th Session, Geneva, April 23.
- World Health Organization: Assembly, 9th Session, Geneva, May 8.
- Commission on International Commodity Trade: 3rd Session, New York, May 17; 4th Session, Geneva, November 28.
- United Nations Sugar Conference, New York, May 21; 2nd Session, Geneva, October 4.
- United Nations Conference on Maintenance Obligations, New York, May 29.
- International Labour Organization: Conference, 39th Session, Geneva, June 6; Governing Body, 131st Session February 24; 132nd Session, May 28; 133rd Session, November 8, Geneva.
- International Civil Aviation Organization: 10th Assembly, Caracas, June 19; Joint Support Financing Conference, Geneva, September 13.
- Disarmament Commission: New York, July 3, December 20; Sub-Committee, London, March 19.
- Conference on the Supplementary Convention on Slavery, Geneva, August 13.
- Food and Agriculture Organization: 3rd Special Conference, Rome, September 10; 24th Session of Council, Rome, June 19; 25th Session, Rome, September 3; 24th Session of Committee on Commodity Problems, Rome, June 18; Working Group on Dairy Products, Rome, October 1.
- International Bank for Reconstruction and Development, and International Monetary Fund: Boards of Governors, 11th Meeting, Washington, September 24.
- United Nations General Assembly: 1st Emergency Special Session, November 1; 2nd Emergency Special Session, November 4; Eleventh Session, November 12.

#### Other Conferences

- North Pacific Fur Seals Conference: Washington: Continued from November 28, 1955.
- Commonwealth Defence Conference on Clothing and General Stores, Ottawa and Churchill, January 13.



- General Agreement on Tariffs and Trade: Tariff Negotiation Conference, Geneva, January 19; 11th Session of Contracting Parties, Geneva, October 11.
- Commonwealth Advisory Committee on Defence Science: Ottawa, February 6.
- Intergovernmental Committee for European Migration: Council, 4th Session, Geneva, February 14; 5th Session, Geneva, September 20.
- International Atomic Energy Agency: Working-level Meeting, Washington, February 27; Conference on the Statute, New York, September 20.
- North Atlantic Council: Ministerial Meetings, Paris, May 4, December 10.
- International Cotton Advisory Committee: 15th Plenary Meeting, Washington, May 8.
- United Kingdom—Canada Continuing Committee on Trade and Economic Affairs, London, June 13.
- Commonwealth Prime Ministers' Meeting: London, June 27.
- International Wheat Council, 19th and 20th Sessions and Conference of Signatories, London, July 17; 21st Session, London, December 4.
- International Dairy Congress: 14th Session, Rome, September 14.
- Joint United States—Canada Civil Defence Committee: 5th Meeting, Battle Creek, Michigan, October 18.
- Canada—United States Conference on Pink Salmon Conservation, Ottawa, October 22.
- International North Pacific Fisheries Commission: 3rd Annual Meeting, Seattle, November 12.
- Consultative Committee on Co-operative Economic Development in South and South-East Asia: Committee, 8th meeting, Wellington, December 4.

## APPENDIX F

### INTERNATIONAL AGREEMENTS TO WHICH CANADA IS A PARTY: DEVELOPMENTS DURING 1956

#### 1. Bilateral Agreements

##### **Austria**

*Exchange of Notes* regarding the issuance of multi-entry visas to diplomatic representatives, officials and non-immigrants. Signed at Ottawa May 28 and June 19, 1956. Entered into force July 1, 1956.

##### **Belgium**

*Exchange of Notes* concerning an amendment to paragraph 4 of the annex to the agreement for air services signed at Ottawa August 30, 1949. Signed at Ottawa July 20, 1956. Entered into force July 20, 1956.

##### **Denmark**

*Agreement* for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income. Signed at Ottawa September 30, 1955. Instruments of ratification exchanged at Copenhagen September 5, 1956. Entered into force September 5, 1956.

##### **Federal Republic of Germany**

*Exchange of Notes* respecting the contract for the purchase by Germany of F-86 Aircraft, and the training of German aircrew in Canada. Signed at Bonn September 17, October 3, and December 18, 1956.

##### **Finland**

*Exchange of Notes* respecting the waiving on a reciprocal basis of non-immigrant visa fees. Signed at Ottawa December 19, 1955 and January 9, 1956. Entered into force February 1, 1956.

##### **France**

*Exchange of Notes* concerning burial arrangements in France for members of Canadian Forces and civilian components thereof who die in France. Signed at Paris September 4, 1956. Entered into force September 4, 1956.

*Agreement* on the admission of trainees to Canada and France. Signed at Ottawa October 4, 1956. Entered into force October 4, 1956.

##### **Honduras**

*Agreement* for the establishment of a commercial modus vivendi. Signed at Tegucigalpa July 11, 1956. Entered into force July 18, 1956.

##### **Hungary**

*Exchange of Notes* concerning the sale of wheat to Hungary on a credit basis. Signed at London March 8, 1956. Entered into force March 8, 1956.

**India**

*Canada-India Reactor Agreement.* Signed at New Delhi April 28, 1956. Entered into force April 28, 1956.

*Agreement* respecting the reciprocal protection of the priority of Patents of Invention. Signed at Ottawa August 30, 1956. Entered into force November 30, 1956.

*Agreement* on the Kundah Hydro-Electric Power Project. Signed at New Delhi December 29, 1956.

**Turkey**

*Exchange of Notes* respecting the waiving on a reciprocal basis of non-immigrant visa fees. Signed at Ankara August 21, 1956. Entered into force September 21, 1956.

**Union of Soviet Socialist Republics**

*Trade Agreement* between Canada and the U.S.S.R. Signed at Ottawa February 29, 1956. Entered into force provisionally February 29, 1956. Entered into force definitively May 26, 1956.

*Exchange of Notes* concerning the Trade Agreement signed at Ottawa February 29, 1956. Signed at Ottawa February 29, 1956. Entered into force February 29, 1956.

*Exchange of Notes* concerning the sale of wheat under the Trade Agreement signed at Ottawa February 29, 1956. Signed at Ottawa February 29, 1956. Entered into force February 29, 1956.

**Union of South Africa**

*Agreement* for the prevention of fiscal evasion and the avoidance of double taxation with respect to income tax. Signed at Ottawa September 28, 1956.

*Agreement* for the prevention of fiscal evasion and the avoidance of double taxation with respect to succession duties. Signed at Ottawa September 28, 1956.

**United Kingdom of Great Britain and Northern Ireland**

*Exchange of Notes* extending the double taxation agreement of June 5, 1946 with respect to income tax to Kenya, Tanganyika, Uganda and Zanzibar. Signed at Ottawa August 2, 1956. Entered into force September 30, 1956.

**United States of America**

*Exchange of Notes* extending participation in the Canadian Unemployment Insurance Act to Canadian employees of the United States Armed Forces in Canada. Signed at Washington December 20, 1955 and April 23, 1956. Entered into force July 1, 1956.

*Exchange of Notes* respecting the construction of housing units at Pepperrell Air Force Base, St. John's, Newfoundland. Signed at Ottawa April 18 and 19, 1956. Entered into force April 19, 1956.

*Amendment to the Agreement* for co-operation in the civil uses of atomic energy between the Government of Canada and the Government of the United States of America. Signed at Washington June 26, 1956.

*Convention* further modifying and supplementing the convention and protocol of March 4, 1942 for the avoidance of double taxation and the prevention of fiscal evasion in the case of income taxes, as modified by the supplementary convention of June 12, 1952. Signed at Ottawa August 8, 1956.

*Exchange of Notes* concerning relocation of that part of the Roosevelt Bridge which crosses the Cornwall South Channel. Signed at Washington October 24, 1956. Entered into force October 24, 1956.



*Exchange of Notes* concerning proposed navigation improvements to be undertaken in the Detroit River section of the Great Lakes connecting channels. Signed at Ottawa July 23 and October 26, 1956. In force October 26, 1956.

*Protocol to the Convention for the Protection, Preservation and Extension of the Sockeye Salmon Fisheries in the Fraser River System*, signed at Washington on the 26th day of May 1930. Signed at Ottawa December 28, 1956.

## Venezuela

*Exchange of Notes* renewing for one year the commercial *modus vivendi* of October 11, 1950. Signed at Caracas September 13 and 29, 1956. Entered into force October 11, 1956.

## 2. Multilateral Treaties

*Agreement* regarding financial support of the North Atlantic Ice Patrol. Signed at Washington July 5, 1956. Entered into force for Canada July 5, 1956.

*International Wheat Agreement*. Signed at Washington May 16, 1956. Entered into force July 16, 1956.

*Sixth Protocol of Supplementary Concessions to the General Agreement on Tariffs and Trade*. Signed at Geneva May 23, 1956.

*Protocol to the International Convention for the Northwest Atlantic Fisheries* signed at Washington February 8, 1949. Signed at Washington June 26, 1956.

*Supplementary Convention on the abolition of slavery, the slave trade and institutions and practices similar to slavery*. Signed at Geneva September 7, 1956.

*Agreement* between the Government of Canada, the Government of the United Kingdom of Great Britain and Northern Ireland and the United States of America as to the disposition of rights in atomic energy inventions. Signed at Washington September 24, 1956. Entered into force September 24, 1956.

*Agreement* on the joint financing of certain air navigation services in Iceland. Signed at Montreal, November 28, 1956.

*Agreement* on the joint financing of certain air navigation services in Greenland and the Faroe Islands. Signed at Montreal November 28, 1956.

*Statute of the International Atomic Energy Agency*. Signed at New York October 26, 1956.

*Protocol* amending the International Convention for the regulation of whaling signed at Washington on December 2, 1946. Signed by Canada at Washington November 30, 1956.

*Protocol* to amend the Convention for the unification of certain rules relating to International Carriage by air signed at Warsaw on October 12, 1929. Done at Warsaw September 28, 1955. Signed by Canada August 16, 1956.

*Articles of Agreement* of the International Finance Corporation. Signed at Washington October 25, 1955. Canada's instrument of acceptance deposited October 25, 1955. Entered into force July 20, 1956.

*Protocol* amending the International Sugar Agreement. Signed by Canada on December 17, 1956.

## APPENDIX G

### PUBLICATIONS OF THE DEPARTMENT

#### 1. Printed Publications

The following publications are issued in English and French and are obtainable from the Queen's Printer, Ottawa.

*Report of the Department of External Affairs.* Report to Parliament covering the work of the Department during each calendar year. Price: Canada and the United States, 25 cents; other countries, 30 cents.

*Canada Treaty Series.* Texts of treaties, conventions, and other agreements concluded between Canada and other countries. Price: Canada and the United States, 25 cents; other countries, 30 cents.

*Conference Series.* Reports on the proceedings of certain international conferences in which Canada has participated since 1945. The following are included in this series:

*Canada and the United Nations.* An annual report on Canadian participation in the work of the United Nations and its Specialized Agencies. Price: Canada and the United States, 50 cents; other countries, 60 cents.

*London and Paris Agreements.* Conference Series 1955, No. 1. A selection of documents resulting from meetings held in London and Paris concerning the accession of the Federal Republic of Germany to the North Atlantic Treaty Organization. Price: Canada and the United States, 50 cents; other countries, 60 cents.

*Canadian Representatives Abroad and Representatives of Other Countries in Canada.* A quarterly directory of Canadian diplomatic, consular, and trade offices abroad and of diplomatic consular, and trade offices of other countries in Canada. Price: annual subscription, \$1.00; single copies, Canada and the United States, 25 cents; other countries, 30 cents.

*Diplomatic Corps.* Published quarterly. Price: Canada and the United States, 15 cents; other countries, 20 cents.

*External Affairs.* A monthly bulletin containing articles on subjects of current international interest and official statements of Canadian foreign policy. Price: annual subscription, \$1.00; students, 50 cents.

*Canada in Pictures.* A pictorial presentation of Canada for distribution abroad. Published in English, French, Danish, Dutch, German, Italian, Portuguese, Spanish, and Swedish. Price: 10 cents.

#### 2. Mimeographed Publications

*Canadian Weekly Bulletin.* A summary of news and developments.

*Fact Sheets.* Concise factual information on Canada.

*Reference Papers.*<sup>1</sup> Background information on various aspects of Canadian affairs.

*Reprints.* Articles on Canada and Canadian affairs reprinted from a variety of sources, chiefly from Canadian periodicals.

<sup>1</sup>Items which deal with international affairs are distributed in Canada. They are free of charge and may be obtained from the Information Division, Department of External Affairs, Ottawa.

*Statements and Speeches.*<sup>1</sup> Full texts of important official speeches on external or domestic affairs.

*Supplementary Papers.*<sup>1</sup> Full texts of statements and reports, mainly on specialized subjects, supplementing the statements and speeches series.

*Press Releases*<sup>2</sup> in English and French on appointments, distinguished visitors, presentation of letters of credence, conclusion of international agreements, and delegations to international conferences.

### 3. NATO and Colombo Plan Publications

The Department also distributes to Members of Parliament, public libraries, universities and newspapers information material produced by the NATO Information Services and by the Colombo Plan Information Unit.

---

<sup>1</sup>Items which deal with international affairs are distributed in Canada. They are free of charge and may be obtained from the Information Division, Department of External Affairs, Ottawa.

<sup>2</sup>Obtainable without charge from the Press Office, Department of External Affairs, Ottawa.















Doc

Canada, External Affairs, Dept. of  
111



EA

A55

# REPORT

of the

Department of External Affairs

1957









**REPORT**  
**of the**  
**DEPARTMENT OF**  
**EXTERNAL AFFAIRS**  
**1957**

**Submitted to Parliament under the Provisions of the  
Department of External Affairs Act**

**Edmond Cloutier, C.M.G., O.A., D.S.P.**  
**Queen's Printer and Controller of Stationery**  
**Ottawa, 1958**

Price 25 cents      Cat. No. E1-57  
Available from the Queen's Printer  
Ottawa, Canada



## FOREWORD

Future historians surveying the twentieth century will, I am sure, reserve a special chapter for 1957. The year will take its place among the great milestones of human history, if only because it marked man's first penetration of the barriers of outer space. Although it was possible to foresee the climax of scientific achievement which occurred in 1957, the full consciousness of peril and hope which sprang from that achievement could not be sensed in advance. The successful testing of long-range missiles and the orbited flight of manufactured moons introduced a new dimension into human affairs and created new problems and new opportunities in relations among nations.

It cannot be predicted how the world will respond to these problems and opportunities but we can perhaps gain some insight into future trends by asking ourselves what were the cross-currents of opinion in 1957. How in particular did the Western world react to the warning that, in terms of power, the Soviet Union might soon achieve parity with the United States?

There is no simple answer. It is only a part of the truth, although an important part, to say that in the West our preoccupation with the arts of war was intensified, as we sought, under United States leadership, to preserve and perfect our defence structure and to adapt it to modern needs. Although, in 1957, the Soviet Government talked freely enough of its desire for friendlier relations with Western governments, nothing that it did or said warranted a relaxation of our vigilance in defence.

At the same time, it is also true that in 1957 more misgivings than ever before were being expressed about the implications of the perilous contest of arms. The cost of the scientist's success was mounting in budgetary terms as well as in terms of physical danger. The risks inherent in the arms race of the nuclear age assumed greater prominence in men's minds.

And there was a third factor. The Soviet challenge, having driven us to a great and expensive military rejoinder, had already begun to assume new forms. The Soviet Government was seeking, not without success, to capture and mould the forces of nationalism in the newly-emerging, less-developed nations of the world. To evaluate and counter this subtle extension of Soviet policy was a task demanding foresight, sensitivity, and patience. It could not be undertaken by purely military or purely economic means, even though Soviet penetration into these uncommitted regions appeared to pose a military or an economic threat to Western interests. The achievement of a mature and equitable relationship with neutral governments and peoples emerged as a policy objective of paramount importance in a year when the tide of Soviet international prestige was once more at the flood.

In these circumstances, it was to be expected that for Western countries 1957 should be a year of ferment and appraisal, a year in which old assumptions were challenged, and long-standing policies re-examined. As scientific and military rivalry between the power blocs reached a peak, the foundations of Western policy were being carefully resurveyed. NATO Governments saw no justification for arresting the development of NATO defence policy, but there was a renewed emphasis on disarmament in both the United Nations and in NATO. Moreover, fresh proposals for special security arrangements in Central Europe symbolized a widespread anxiety that the shape and spirit of Europe should not indefinitely be frozen within the limits imposed by the cold war. Public pressure for a new conference at the summit was growing.

By the end of 1957 no tangible settlements were in view, but it was already clear that the question for 1958 would be whether, without in any way endangering our security or the solidarity of the Western coalition, we should be able to muster sufficient open-mindedness and ingenuity to stimulate fruitful negotiation of at least some of the issues now dividing the Soviet world from the West. The difficulties are enormous but, unless we can make a start, we shall be failing to exploit whatever opportunities for accommodation there may be.

I do not have space to refer to specific aspects of our foreign affairs but an exception is, I think, justified in the case of our relations with the United States. Canadian-American relations have been the subject of much public comment in 1957, and it is pointless to deny that there are some fairly severe strains in our partnership, especially in the trade and economic field. For my part I am convinced that we can solve these problems, but progress will not come automatically. Hard work, frank talk, and goodwill on both sides will be needed. It will be one of our first objectives in 1958 to work towards the removal of misunderstandings and the strengthening of a cherished friendship.

As we enter 1958, I can foresee no lessening of the Canadian role in world affairs. We shall endeavour to the best of our ability to play a distinctive and responsible part in the various international associations to which Canada belongs—in the Commonwealth, in NATO, and in the United Nations, where we are about to begin a second term of office on the Security Council. We have no doubt of the usefulness of continuing to support the Colombo Plan and we are equally resolved to maintain our role in UNEF and in Indochina to the extent that Canadian participation is welcome and needed. We shall not shrink from assuming new burdens if in our judgment we can thereby assist in achieving peaceful settlements or solutions.

In this my first Foreword to an Annual Report I desire to extend to the Under-Secretary and to all officials of the Department, whether they are serving in Ottawa or abroad, my deep appreciation of their advice and assistance since I assumed the portfolio of External Affairs in September 1957.

SIDNEY SMITH  
*Secretary of State for  
External Affairs*

Hon. SIDNEY SMITH, M.P.,  
Secretary of State for External Affairs.

As required by the Department of External Affairs Act, I have the honour to submit to you for presentation to Parliament the forty-eighth report of the Department, covering the calendar year 1957.

I am glad to have the opportunity of expressing my appreciation of the way in which all members of the staff, at home and abroad, have fulfilled their duties, at times under difficult conditions.

JULES LÉGER  
*Under-Secretary of State  
for External Affairs*

OTTAWA, March 19, 1958



# CONTENTS

	PAGE
FOREWORD .....	iii
LETTER OF TRANSMITTAL .....	v
CHAPTER	
I. The United Nations .....	1
II. The North Atlantic Treaty Organization .....	7
III. The Commonwealth of Nations .....	10
IV. Europe .....	14
V. The Middle East .....	24
VI. The Americas .....	28
VII. East Asia .....	32
VIII. Legal and Consular Affairs .....	38
IX. Economic Affairs .....	42
X. Information and Cultural Affairs .....	49
XI. Organization and Administration of the Department .....	54
APPENDIX	
A. Organization of the Department at Ottawa .....	56
B. Canadian diplomatic and consular representation abroad .....	57
C. Diplomatic and consular representation of other countries in Canada .....	59
D. International associations and organizations of which Canada is a member .....	61
E. International conferences at which Canada was represented ....	64
F. International agreements to which Canada is a party: develop- ments during 1957 .....	66
G. Publications of the Department .....	70

# ANNUAL REPORT FOR 1957

## I

### THE UNITED NATIONS

#### 1. General

The eleventh session of the General Assembly, which had convened in the midst of the Hungarian and Middle East crises in November 1956, resumed its work in January 1957. During the second half of the session the Assembly adopted resolutions pressing for the withdrawal of Israeli forces behind the demarcation lines. It recognized that this should be followed by action to assure progress towards peaceful conditions and called on Egypt and Israel scrupulously to observe the Armistice Agreement. The Assembly considered that maintenance of the agreement would make necessary the placing of UNEF "on" the armistice demarcation line and the implementation of other measures as recommended by the Secretary-General "with a view to assist in achieving situations conducive to the maintenance of peaceful conditions in the area". Canada voted for these resolutions, which were followed on March 8 by the withdrawal of the last Israeli forces from the Gaza Strip. The Assembly adjourned in March but with the provision that, if necessary, it could be reconvened to discuss the Hungarian or Middle East questions.

The session was reconvened on September 10 to consider the report of the Special Committee on the Question of Hungary, which had been established by the Assembly in January. This report was unanimous and fully confirmed the facts of the Soviet military intervention in Hungary and the popular character of the Hungarian revolt. The Assembly endorsed the report by a very large majority (including Canada), condemned the Soviet Union for its action in Hungary, called upon the Soviet and Hungarian Governments to desist from repressive measures, requested Prince Wan Waithayakon of Thailand, acting as the special representative of the General Assembly, to make appropriate recommendations on the Hungarian question, and requested the inscription of the Hungarian item on the provisional agenda of the twelfth session. Prince Wan Waithayakon subsequently presented an interim report to the twelfth session in which he indicated that he had as yet been unsuccessful in his mission but stated that he would continue to seek an improvement in the situation in Hungary. There was a brief debate in the course of which the United States representative reserved the right to call for a special session to discuss the Hungarian item if conditions should require it.

During its eleventh session the General Assembly approved the Security Council's unanimous recommendation that Ghana become the 81st member of the United Nations. At the beginning of the twelfth session in September the General Assembly endorsed another unanimous recommendation by the Security Council for the admission of Malaya as the

82nd member. Canada was among the Commonwealth countries which sponsored the resolutions admitting Ghana and Malaya and, in his first speech to the Assembly, the Chairman of the Canadian Delegation, Mr. Sidney Smith, the Secretary of State for External Affairs, welcomed Malaya's membership. At the twelfth session Canada also supported the re-appointment of the Secretary-General of the United Nations by the General Assembly on the unanimous recommendation of the Security Council. The votes in the Assembly on Ghana and the admission of Malaya, and on Mr. Hammarskjöld's re-appointment, were unopposed.

The Prime Minister spoke to the General Assembly on behalf of the Canadian Delegation on September 23 and declared that "so far as Canada is concerned, support of the United Nations is the cornerstone of its foreign policy".

The outstanding issues of the twelfth session were disarmament and a complaint by Syria that Turkey was massing its troops on the Syrian border and that Syria was being subjected to "other foreign pressures". The Canadian Delegation was actively involved in the negotiations and deliberations on both subjects. Canada co-sponsored a number of resolutions adopted by the Assembly on disarmament which sought to further this vitally important objective. More detailed accounts of Assembly action on these two subjects are to be found in the following section and in Chapter VI. The latter chapter also contains a report on the Assembly's decision during the twelfth session concerning the financing and continuation of the United Nations Emergency Force and further details about Assembly action on the Middle East during the latter half of the eleventh session. During the year Major-General E. L. M. Burns of Canada served with distinction as the Commander of UNEF, which constitutes an essential force for stability in the Middle East. In recognition of his services, his promotion to the rank of Lieutenant-General was announced by the Canadian Government on December 17.

At the twelfth session the Assembly elected Canada, Japan, and Panama to the Security Council for a two-year period commencing January 1, 1958. Canada received 72 out of 78 votes cast in this election. Details of Canada's continued membership during the year in a large number of United Nations bodies are provided in Appendix D, "International Associations and Organizations of which Canada is a Member".

Canada played host this year to the Fourteenth Congress of the Universal Postal Union, which met in Ottawa from August 14 to October 3. The Department assisted the Post Office Department in making the administrative and other arrangements for the meeting. This Congress meets every five years. Under the rules of the Union, the country which plays host to the Congress assumes certain responsibilities during the interim period between meetings of the Congress. Canada has therefore become the depositary state for ratifications of the Acts of the Congress and the Department has assumed responsibility for the receipt of these ratifications and the notification of other member countries.

Canada continued active membership in all the Specialized Agencies of the United Nations during 1957 and was represented at the various conferences of these agencies during the year. United Nations technical assistance to under-developed countries and the first meetings of the International Atomic Energy Agency are discussed in Chapter IX. Canada's participation in the work of UNESCO is dealt with in Chapter X.



## 2. Disarmament

At the conclusion of the disarmament debate at the eleventh session of the General Assembly, it was agreed that the various substantive draft resolutions (including a proposal sponsored jointly by Canada, Japan, and Norway calling for the registration of nuclear weapons tests), should not be pressed to votes. Instead, a purely procedural resolution was adopted which, *inter alia*, requested the Disarmament Commission to reconvene its Sub-Committee at an early date.

The Sub-Committee, which consists of Canada, France, the United Kingdom, the United States, and the Soviet Union, reconvened on March 18. During the session, in addition to proposals on specific subjects which were tabled jointly or individually by the four Western powers and by the Soviet Union, a comprehensive plan for a first stage of disarmament was proposed by each side. Memoranda submitted by certain states not members of the Sub-Committee (India, Japan, Norway and Yugoslavia) were also discussed.

On April 30 the Soviet representative tabled a plan for partial disarmament, based to a large extent on the Soviet proposals of November 17, 1956. Its main features were: a two-stage reduction of armed forces and a first-stage reduction of conventional armaments and military budgets by 15 per cent; immediate cessation or suspension of nuclear tests independently of other measures of disarmament; an unconditional renunciation of the use of nuclear weapons, together with the assumption of an obligation to reach agreement on their complete prohibition and elimination; progressive liquidation of foreign bases; a one-third cut in the forces of the four major powers in Germany, and a considerable reduction of their forces in the NATO and Warsaw Pact areas; control posts in defined areas at ports, railway junctions, and highways during the first stage, and at airfields during the second stage, in conjunction with measures for the prohibition and elimination of nuclear weapons; and aerial inspection in a zone in Central Europe and in an Asian-North American zone.

On August 29 the four Western delegations, with the concurrence of their NATO allies, tabled an agreed plan for a first stage of disarmament. The main proposals were: reduction of armed forces in three stages (subject to progress toward political settlements) to levels of 1.7 million men for the United States and the U.S.S.R. and 650,000 for the United Kingdom and France; a reduction in armaments by depositing agreed lists of designated armaments in internationally supervised depots; an obligation not to use nuclear weapons except in defence against armed attack; cessation of production of fissionable materials for weapons purposes and a beginning of transfers to peaceful uses, both under effective international control; suspension of nuclear test explosions for a period of one year, and for a further period under certain conditions regarding control; the study of a system of control and inspection over objects entering outer space; aerial and ground inspection and the exchange of "military blueprints" in specified areas; and an international control organ.

The Soviet representatives's reaction to the four-power plan was negative. Immediately after it had been tabled he condemned it as "offering nothing of genuine value". He refused to comment seriously on the Western proposals and merely reiterated previous Soviet demands, while

accusing the Western powers of obstructing progress. In view of Mr. Zorin's unwillingness to consider the Western proposals, the five powers agree on September 6 to adjourn *sine die*.

After a brief discussion in the Disarmament Commission, consideration of the disarmament item began in the First Committee of the General Assembly on October 10. Following a debate of almost four weeks, the question of disarmament was taken up in plenary session, beginning November 14. Two resolutions which had previously been recommended by the First Committee were adopted by large majorities: a 24-power resolution based on the four-power proposals of August 29 which was passed by 57 votes in favour (including Canada), 9 against (Soviet bloc), with 14 abstentions; and a Belgian proposal calling for a publicity campaign to inform the peoples of the world of the dangers of the armaments race, which was adopted by a vote of 71 in favour (including Canada), 9 against (Soviet bloc), with one abstention.

When the Soviet Union announced that it would not participate in the negotiations of the Disarmament Commission or Sub-Committee as then constituted, the Assembly proceeded to consider the question of the Commission's membership. The Canadian Delegation took a prominent part in the efforts to find a solution and eventually joined with five other delegations in proposing an expansion of the Disarmament Commission by 14 members<sup>1</sup>. At the time of the vote, the representatives of the Soviet Union, Czechoslovakia, and Poland stated not only that they would vote against the resolution but also that they would not participate in the work of the Disarmament Commission unless an amendment submitted by Albania, which would have added a further seven states to the Commission, was also accepted. The Albanian amendment was defeated, and the Western resolution adopted by a vote of 60 in favour (including Canada), 9 against (Soviet bloc), with 11 abstentions. The Soviet Union then reiterated its intention not to serve on the Commission in its new composition.

### 3. Refugees

The problem of refugees confronts the United Nations in Europe, Asia and the Middle East.

The United Nations defines a refugee as a person who has left the country of his normal residence because of fear of persecution. The four-year (1955-58) programme and refugee fund (UNREF) which was set up to provide permanent solutions for the refugee problem has now completed its third year of operation. There still remain about 200,000 unsettled refugees in Europe who have been unable to find a permanent domicile since the end of the Second World War; in addition, there are more than 20,000 Hungarian refugees in Austria and Yugoslavia. The twelfth session of the UN General Assembly authorized the intensification of the UNREF programme, so that all refugee camps in Europe could be closed by the end of 1958. In the Far East, there are approximately 12,000 refugees of European origin in China who fall under the High Commissioner's mandate. Also, the High Commissioner was authorized at the

<sup>1</sup> Hitherto the Commission had consisted of the members of the Security Council and Canada. For 1958 the states to be added are: Argentina, Australia, Belgium, Brazil, Burma, Czechoslovakia, Egypt, India, Italy, Mexico, Norway, Poland, Tunisia and Yugoslavia.



twelfth session of the General Assembly to encourage arrangements for contributions for the relief of the more than 700,000 Chinese refugees in Hong Kong.

Refugees in the Middle East constitute a separate problem. In this area upwards of 930,000 Arabs who fled from their homes in Palestine during the 1948 hostilities continued to receive assistance from the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA).

In 1957 Canada pledged \$200,000 to the United Nations Refugee Fund. For refugee work in the Middle East Canada pledged \$750,000 to UNRWA for the eighteen-month period from July 1, 1956, to December 31, 1957. Concerning the relief work for Hungarian refugees, a further amount of \$400,000 was sent to the High Commissioner for Refugees in 1957, making a total of \$650,000 given to the UNHCR out of the \$1 million provided by Parliament in 1956 for Hungarian relief; the remaining \$350,000 was contributed to the Canadian Red Cross for its Hungarian relief programme. In addition, transportation was provided for the 31,851 Hungarian refugees who were admitted to Canada in 1957. This number brought the total to 36,018 Hungarian refugees admitted to Canada since the beginning of the Hungarian crisis in October 1956.

The United Nations High Commissioner for Refugees, Mr. Auguste R. Lindt, visited Ottawa in October and had discussions with ministers and officials concerning the many problems confronting the Office of the UNHCR.

#### 4. ECOSOC

The eighteen-member Economic and Social Council (ECOSOC) is responsible, under the authority of the United Nations General Assembly, for promoting higher standards of living and for working towards the improvement of world conditions in the economic and social fields. It is assisted in the fulfilment of its functions by eight functional commissions, by three regional economic commissions, by special bodies, by standing committees and by *ad hoc* committees and the Specialized Agencies.

During 1957 Canada served the second year of its third term on ECOSOC. It was elected for the first time to membership in the Commission on the Status of Women; Mrs. Harry S. Quart has been nominated as representative from Canada on this Commission for the three-year term commencing on January 1, 1958. Canada continued to be represented on the Population Commission, the Statistical Commission, the Commission on Narcotic Drugs, the Commission on International Commodity Trade, on the Executive Board of UNICEF, and, for the first time, on the Executive Committee of the United Nations Refugee Fund.

During the year Canada was represented at the twenty-third session of ECOSOC in New York from April 16 to May 3 with Mr. R. A. MacKay, Canadian Permanent Representative to the United Nations, as head of the delegation; at the twenty-fourth session of ECOSOC in Geneva from July 2 to August 1, with Mr. MacKay again leading the delegation; and at the short resumed twenty-fourth session of ECOSOC in December. The deliberations of the Council covered a wide range of economic and social questions. Among the more important items debated were: the



financing of the economic development, international commodities problems, the establishment of a world food reserve, resources development, the world social situation, community development, various proposals in the field of human rights and the work of the Office of the High Commissioner for Refugees. The economic aspects of the work of ECOSOC are dealt with in Chapter IX. In the social field the Council approved proposals from the Social Commission regarding plans for a more detailed examination of the relationship of social services to other measures aimed at improving family levels of living. It also recommended the extension of international co-operation in the social field to promote the development of personal contacts and the exchange of experience among experts in this field. The Council made plans for the observance of the 10th anniversary of the adoption of the Universal Declaration of Human Rights, which falls on December 10, 1958, and paid particular attention to the role which regional seminars can play in furthering the aims of the programme of advisory services in the human rights field.

Several of the functional commissions and subsidiary bodies of ECOSOC met in 1957. Canada was represented at the following conferences:

- (a) Ninth session of the Population Commission, February 25 to May 8;
- (b) Twelfth session of the Commonwealth on Narcotic Drugs, April 29 to May 31;
- (c) Commission on International Commodity Trade, May and November;
- (d) The Executive Board of UNICEF, April and September;
- (e) The Executive Committee of UNREF, June and July;
- (f) Technical Assistance Committee, July and November.

## 5. Financial Contributions

During 1957 Canada was assessed 3.15 per cent of the United Nations administrative budget, which was \$52.3 million. Canada's share thus amounted to \$1.6 million. The total of Canada's assessments for the United Nations Specialized Agencies was \$1.5 million.

Voluntary contributions were pledged by Canada to the following four extra-budgetary programmes being carried out by the United Nations: United Nations Expanded Technical Assistance Programme (ETAP), \$2 million; United Nations Children's Fund (UNICEF), \$650,000; United Nations Refugee Fund (UNREF), \$200,000; United Nations Relief and Works Agency for Palestine Refugees (UNRWA), \$750,000 (for the eighteen-month period from July 1, 1956 to December 31, 1957).

## II

# NORTH ATLANTIC TREATY ORGANIZATION

### 1. North Atlantic Council

The North Atlantic Council met in permanent session at Paris throughout 1957. Mr. Paul-Henri Spaak, former Foreign Minister of Belgium, became Secretary-General of NATO and Chairman of the Council upon the retirement of Lord Ismay in May 1957. Mr. L. D. Wilgress continued as Canadian Permanent Representative to the Council. The Council, together with its subordinate committees and the international staff, examined international political and military developments of mutual interest and concern, reviewed the defence plans of its members, dealt with the expenditures of funds on commonly financed military installations (infrastructure) and studied the broad range of problems involved in peacetime readiness measures and civil defence. A Committee of Political Advisers and a Committee of Economic Advisers of the Council were formed in accordance with the recommendations of the Report of the Committee of Three and have met throughout 1957.

On May 2 and 3 NATO foreign ministers met in Bonn to review the international situation and discuss various political problems confronting the Alliance. A communiqué issued at the end of this meeting reaffirming the defensive nature of the Alliance, referred to the campaign launched by the U.S.S.R. designed to induce public opinion in NATO countries to oppose the modernization of defence forces and reiterated NATO's intention to use all available means to meet an attack launched against it, including the most modern weapons, pending an acceptable agreement on disarmament. The Secretary of State for External Affairs attended this Ministerial meeting.

The Heads of Government of NATO countries met together for the first time in Paris from December 16-19. Two events in the immediately preceding period had led to the decision to convene a NATO "Summit" meeting. One was the successful launching of an inter-continental ballistic missile in August by the Soviet Union. Later, in October, a meeting took place between Prime Minister Macmillan and President Eisenhower in Washington from which emerged the "Washington Declaration of Common Purpose" pledging the intention of the two Governments to work for closer co-ordination of political, military, economic and scientific efforts within NATO in a new spirit of trust and interdependence.

At the December meeting, the Heads of Government together with Finance, Defence and Foreign Ministers were concerned with the major military and political problems facing the Alliance, with particular reference to the implications for NATO of the Soviet scientific successes in the immediately preceding months and the measures required of the Alliance to meet the situation. The decisions taken, as outlined in the Declaration and Communiqué released at the close of the meeting, included

measures to strengthen the Alliance in the interests of collective security and a forthcoming attitude on disarmament and negotiation with the U.S.S.R. It was agreed in principle to establish stocks of nuclear warheads and place IRBM's in NATO countries where required in accordance with agreements to be worked out bilaterally between the US and host countries; to promote the coordination of research, development and manufacture of modern weapons; to encourage through the pooling of scientific information and facilities an increase in the effectiveness of national scientific effort; and to promote closer economic co-operation between members of the Alliance. At the same time emphasis was placed on the desire of all NATO countries for an acceptable disarmament agreement with the U.S.S.R. and offers were made to resume negotiations in the UN Disarmament Committee, or at the level of Foreign Ministers. These decisions are expected to guide the activities of the Council during 1958.

## 2. Military Developments

NATO's defence policy continued to be based on the judgment that the maintenance of a strategic nuclear deterrent to aggression together with a shield of ground forces and tactical air support in Europe is essential to the collective security of member countries. During the year considerable progress was achieved in providing the necessary infrastructure, including air bases, common lines of communication, a common fuel pipeline and a complementary air warning system.

Canada's support of NATO at present constitutes this country's main defence commitment. The North American Continent, which harbours the main retaliatory forces of the Alliance, is an integral part of the NATO area, and Canada continued to assist very considerably in its defence. To this end early warning lines have been established in Canada. In order to improve the capabilities of the air defence forces of Canada and the United States to support the collective security of NATO, the air defence systems of this continent have recently been completely integrated through the establishment of a joint Canada-United States headquarters known as North American Air Defence Command (NORAD). In addition Canada has continued to contribute to the integrated forces in Europe by maintaining a Canadian Infantry Brigade Group stationed in Germany and an Air Division of 12 modern jet fighter squadrons at bases in France and Germany. A substantial part of Canada's fleet has been earmarked for the protection of convoys under the command of the Supreme Allied Commander, Atlantic (SACLANT), and for the defence of the North American area in the event of an emergency.

## 3. Mutual Aid

Canada also continued in 1957 to provide assistance under the NATO Mutual Aid Programme, in military equipment, aircrew training and contributions to the NATO budgets. Allocations for these purposes have totalled over \$1,600 million since 1950. For the current fiscal year, they will total \$130 million, as compared with \$143 million in 1956-57. The reduction in current appropriations is mainly due to a decline in the NATO aircrew training programme in Canada, resulting from the increased training facilities developed throughout the NATO area.



The main items in current Mutual Aid transfers by Canada include 4 minesweepers, 10 Bangor class escort vessels, 200 Harvard aircraft with 140 spare engines, 125 T.33 jet trainer aircraft, Sabre spares for Greece, Turkey and Germany, and CF-100 support for Belgium.

#### 4. Other Activities

The Conference of Members of Parliament from the 15 Atlantic countries held its third annual meeting in Paris from November 11 to November 16, 1957. Some 250 representatives were in attendance, including 14 Canadian parliamentarians representing the four main political parties.

The need for more substantial defensive forces in Europe was stressed at the Conference. Some delegates expressed the view that the nuclear deterrent did not provide a sense of adequate protection to the more exposed NATO partners on the European Continent. Attention was also centered on the question of scientific co-operation with special reference to the Jackson Report (Senator Jackson, USA) which called for a pooling of the scientific manpower of the NATO community. The recommendations made in the Report received the approval of the majority of the delegates.

In 1957, Canada acted again as host to a group of journalists from NATO countries. The programme of the visit included a tour of defence and industrial establishments in various parts of the country, and a series of briefings on Canada's defence effort. For further details of NATO information and cultural activities, see Chapter X, Section 1.

### III

## THE COMMONWEALTH

### 1. General

The past year has seen a number of developments within the Commonwealth which have demonstrated its vitality and capacity for growth and its continuing significance as a stable political association in the modern world. The most important of these developments have been the admission into the Commonwealth of two newly-independent nations, Ghana and Malaya, the successful meeting of Prime Ministers held in London at the beginning of summer, and the decision to hold a Commonwealth Trade and Economic Conference in 1958.

### 2. Constitutional Developments

On March 6, 1957 the Gold Coast colony, with the addition of the former British mandated territory of Togoland, entered the Commonwealth as the state of Ghana, under the leadership of its Prime Minister, Dr. Kwame Nkrumah. The independence celebrations in Accra which marked the birth of the new nation caught the imagination of the world. Canada was represented at the inaugural ceremonies by Mr. George Prudham, Minister of Mines and Technical Surveys. The Prime Minister, Mr. St. Laurent, welcomed Ghana's entry into the Commonwealth in a statement in the House of Commons on March 6 and announced the Government's intention to appoint a High Commissioner in Ghana as soon as possible. The first Canadian High Commissioner to Ghana, Mr. Evan Gill, took up his appointment at the end of October, Ghana was admitted to the United Nations on March 8, 1957, with the adoption of a motion sponsored jointly by all members of the Commonwealth.

On August 31, 1957, the Federation of Malaya became an independent member of the Commonwealth, with a government under the leadership of Prime Minister Tunku Abdul Rahman Putra. Mr. J. M. Macdonnell, Minister without Portfolio, attended the independence ceremonies in Kuala Lumpur as the special envoy of Canada. Prime Minister Diefenbaker recorded a radio address, which was broadcast in Malaya on independence eve, congratulating the Malaysians on their rapid advance to self-government and welcoming the new nation to the Commonwealth. Canada was a co-sponsor of the resolution whereby Malaya was admitted to membership in the United Nations. The first Canadian High Commissioner to Malaya, Mr. A. R. Menzies, will take up his appointment in March, 1958.

Two other areas of the Commonwealth took important steps towards independence during the year. The Constitution of the West Indies was promulgated by a United Kingdom Order-in-Council on July 31, 1957, as authorized by the British Caribbean Federation Act of August 2, 1956. The

Federation will consist of the islands of Antigua, Barbados, Dominica, Granada, Jamaica, Montserrat, Saint Christopher, Nevis and Anguilla, Saint Lucia, Saint Vincent, and Trinidad and Tobago, with a central government and a legislature established in Trinidad. The Federation will come into full operation in April 1958 with the meeting of the Legislature and the election of a Prime Minister, and will be self-governing, with the United Kingdom retaining some reserved powers over questions of defence, foreign relations, and financial stability. It is expected that the Federation will achieve complete independence within a few years.

A Nigerian Constitutional Conference, held in London in May and June 1957, resulted in the immediate grant of complete internal self-government to the Western and Eastern regions of Nigeria and an understanding that the Northern region would achieve self-government in 1959. The reorganization of the Federal Government provided for a House of Representatives and a Senate and the appointment of a Federal Prime Minister. No date was fixed at the conference for the final achievement of independence by Nigeria, but the Nigerian representatives suggested April 2, 1960 as a target date, and the United Kingdom Government agreed to consider the question early in 1960 after the meeting of the new Nigerian parliament.

### 3. Commonwealth Consultation

The process of daily consultation and exchange of information and views among members of the Commonwealth, which is an essential part of the Commonwealth relationship, was continued and strengthened throughout the year. In all matters of common concern—defence, foreign policy, and economic affairs—Canada retained the closest understanding with the United Kingdom. In February Prime Minister St. Laurent conferred with Prime Minister Macmillan in Bermuda following the latter's conference with President Eisenhower.

Almost the first official duty performed by Prime Minister Diefenbaker on his assumption of office was to attend the meeting of Commonwealth Prime Ministers which was held in London under the chairmanship of Mr. Macmillan from June 26 to July 5, 1957. Other Commonwealth Prime Ministers present included Mr. Menzies, Mr. Nehru, Mr. Suhrawardy, Dr. Kwame Nkrumah and Sir Roy Welensky. The Prime Ministers of New Zealand, South Africa and Ceylon were unable to attend and were represented by senior members of their governments. Valuable discussions were held on international matters of concern to all members, including the United Nations, disarmament, relations with the Soviet Union, the Middle East, and the Far East, and Commonwealth economic development. The communiqué issued at the conclusion of the meeting referred to the broad similarity of approach and purpose in international questions which such meetings reveal. The Prime Ministers agreed on the importance in world affairs of the United Nations and the need for constructive action to strengthen and improve it as an instrument for preserving peace. They were deeply concerned about the problem of disarmament and recognized that even a limited agreement would help to create conditions in which a more comprehensive scheme of disarmament could be developed.



During the Prime Ministers' meeting, Mr. Diefenbaker invited the Commonwealth Finance Ministers to meet in Canada following the annual meeting of the International Monetary Fund which was to be held in Washington in September. The Finance Ministers met at Mont Tremblant, Quebec, where they agreed to recommend to their governments the holding next year of a Commonwealth Trade and Economic Conference. This recommendation has been accepted by all Commonwealth governments and it is expected that the conference will take place in Canada in the late summer or autumn of 1958.

Prime Minister Macmillan and the United Kingdom Foreign Secretary, Mr. Selwyn Lloyd, visited Ottawa in October and met with the Prime Minister and other ministers. At this latter meeting the United Kingdom ministers described the conversations they had had in Washington with President Eisenhower and with Mr. Dulles concerning increased interdependence and co-operation of the nations within NATO in defence, in science, and in the economic field.

#### 4. Political Developments

During the year there were a number of changes in the governments of several Commonwealth countries. In January, Sir Anthony Eden resigned as Prime Minister of the United Kingdom because of ill health and was succeeded by Mr. Harold Macmillan.

India held its second general election in March and April. The Congress Party, led by Mr. Nehru, was returned to power with very nearly the same number of seats it had held before dissolution. In the state, or provincial elections, however, which were held at the same time, the Congress Party suffered substantial losses. In October the Prime Minister of Pakistan, Mr. Suhrawardy, resigned. A new coalition headed by Mr. Chundrigar held office for a brief period and was replaced in December by another coalition ministry headed by the former Foreign Minister, Malik Firoz Khan Noon.

The Kashmir issue was considered again at the Security Council in February. Mr. Gunnar Jarring, the Swedish President of the Council, was requested to go to the sub-continent to consult with the Indian and Pakistani governments on the Kashmir dispute. His report was considered by the Security Council in the autumn. In December a further resolution was adopted by the Council under the terms of which Dr. Frank Graham was authorized to return to the sub-continent to re-examine the situation.

Mr. Sydney Holland, who has since become Sir Sydney Holland, resigned in September as Prime Minister of New Zealand because of ill health and was succeeded as Prime Minister and leader of the National Party by Mr. K. J. Holyoake. In the election held on November 30 the National Party was defeated by the Labour Party by 41 seats to 38, with the vote in one constituency deferred. Mr. Walter Nash, the leader of the Labour Party, formed a new government on December 12.

South Africa continued its policy of limited participation in the United Nations so long as items relating to the racial situation in the Union remained under consideration. The Canadian Delegation to the 12th General Assembly voted in favour of a resolution setting up a Good Offices Committee to seek an agreement on the international status of South

West Africa and abstained on resolutions concerning racial conflict and the treatment of people of Indian origin in South Africa. Preparations were made during the year by the principal political parties, the Nationalist Party and the United Party, for the general election which will be held in 1958.

## 5. Commonwealth Visitors

Prime Minister Menzies of Australia visited Ottawa in July on his journey home from the Prime Ministers' Conference in London. After the meeting of Commonwealth Finance Ministers at Mont Tremblant, Quebec, at the end of September the United Kingdom ministerial party visited Ottawa to discuss Canada-United Kingdom trade relations.

Other members of Commonwealth governments who visited Canada during the year included Mr. Heathcoat Amory, the United Kingdom Minister of Agriculture, Dr. A. J. R. Van Rhijn, the Minister of Economic Affairs of South Africa, and the Honourable Chief Kolawole Balogun, Minister of Research and Information of Nigeria. Two members of the Government of Western Nigeria, the Honourable Chief C. D. Akran and the Honourable Chief J. O. Osuntokun, also visited Ottawa.

In addition to the visits of Canadian ministers to Commonwealth countries mentioned above, Mr. W. J. Browne, Minister without Portfolio, represented Canada at the annual Colombo Plan Conference at Saigon in October and visited Ceylon, India, and Pakistan, where he was able to see Canadian Colombo Plan projects in the course of his return journey to Canada. Mr. Gordon Churchill, Minister of Trade and Commerce, led the Canadian trade delegation which visited the United Kingdom in November and December.

## IV

### EUROPE

#### 1. Western European Integration

An important development towards the long-term objective of European integration took place as a result of parliamentary ratification by Belgium, France, Germany, Italy, Luxembourg and the Netherlands of the treaties signed in Rome on March 25, 1957, which provide for the establishment of a European Economic Community (Common Market) and of an Atomic Energy Community (Euratom). The treaties came into force on January 1, 1958, but the full implementation of their provisions will extend over a period of from twelve to fifteen years.

Under the first treaty, the six countries will set up a common market by eliminating progressively after January 1, 1959, tariff and other barriers to trade between themselves, and by adopting a common tariff towards third countries. Trade in agricultural products among member countries will be subject to special conditions and dispensations. The member countries propose also to facilitate the freer movement of labour and capital, to harmonize social policies and to promote internal growth through a common investment fund. The treaty provides for the association of dependent overseas territories and certain other countries in a quasi free trade area.

Under the second treaty there will be created an agency within which the members will co-operate intimately in the exploitation of atomic energy for peaceful uses. The original conception of Euratom had assumed that all atomic activities of the members would be directed solely to peaceful ends, and that these activities would be completely pooled. In its final form, however, the treaty allows members to conduct independent national military programmes in the atomic field; with this shift of emphasis it appears that, in the field of peaceful uses, Euratom will involve intimate co-operation of national programmes (including a number of common projects) rather than a complete pooling of effort.

Economically, it is the hope of the six countries that they will be able to create a single common market of 160,000,000 people—apart from the overseas territories—in which their industries will enjoy advantages of scale and competition comparable to those which have enriched the United States. Politically, the new Communities are regarded not only as an important step towards ending Europe's nationalistic differences, but also as a prelude to a new type of political co-operation in Western Europe since they point to a growing measure of supranational government among member states.

The entry into force of the Treaty for a Common Market gave renewed impetus to the negotiations for a European Free Trade Area which the United Kingdom had in 1956 proposed be set up around the Common



Market by the members of the Organization for European Economic Co-operation (the OEEC, which includes the six countries in the Common Market). In the proposal made by the United Kingdom, agricultural products were to be excluded. Early in the year, a committee of the OEEC found that it was technically possible to associate, under one form or another, all 17 member countries of this Organization with the proposed Common Market through the creation of a Free Trade Area. Having accepted such a proposal in principle, the interested countries agreed in February to establish, within OEEC, working parties whose task would be to pave the way for more formal negotiations. In October they decided to establish a ministerial committee, under the chairmanship of a United Kingdom Minister, to begin formal negotiations for the establishment of a European Free Trade Area. The deliberations in this body have been marked both by a general awareness of the complexity of the negotiations undertaken and by a readiness to achieve real progress.

As in the field of trade and economic co-operation the Common Market plan stimulated the proposal for a free trade area on a broader base, so in the field of atomic co-operation the Euratom project led to suggestions in the OEEC for a looser programme of co-operation in which the entire OEEC area could participate. Although these suggestions appeared initially to involve some conflict with the Euratom idea, as the latter evolved from its original exclusive form it became possible for the various governments concerned to agree that there could be established for all of Western Europe a programme of atomic co-operation which the six Euratom members could extend among themselves to a greater degree of intimacy than the others were in a position to undertake. With this objective accepted, there were signed on December 20 conventions establishing a central agency to supervise and co-ordinate the collective atomic activities of OEEC countries, a joint company to build and operate a plant for the chemical processing of irradiated atomic fuel, and a system of security control to ensure that all such activities should contribute only to peaceful purposes.

Canada has taken a lively interest because of both political and trade considerations in these various developments in the field of co-operation among Western European countries, and particularly in the developments which have led to the Common Market Treaty and the United Kingdom proposal for the establishment of a Free Trade Area. The NATO meeting of Heads of Government in December reaffirmed the desirability of a closer economic association among the countries of Western Europe, which was deemed to be in the interest of all countries, and agreed accordingly to lend encouragement to the successful development of the European Economic Community and of a European Free Trade Area in which full account would be taken of the interests of the less-developed member countries. At the same time, all NATO governments declared that they attached particular importance to these initiatives being worked out in such a way as to strengthen not only the participating countries but also the relations within the Atlantic Community and the free world as a whole. They also recognized the interdependence of the economies of the members of NATO and of the other countries of the free world. The Prime Minister, in his report to Parliament on December 21 on the NATO meeting, spoke particularly about the proposal for a Free Trade Area and explained that Canada's approval of this proposal was based on the exclusion of food, drink and tobacco products from the scope of the Free Trade Area.

At a meeting in October of the members of the General Agreement on Tariffs and Trade (GATT) at which the examination of the Common Market was initiated, the Minister of Trade and Commerce, while recognizing the important objectives which the Common Market Treaty was designed to achieve, expressed some concern and reservations about certain of the proposed arrangements. He said that it appeared possible that in important respects the new customs duties around the Common Market might turn out to be higher or more restrictive than the general incidence of duties at present; he urged that the principles governing the use of quantitative restrictions conform to provisions of GATT and not reinforce existing discriminatory restrictions; he warned that the plans for agricultural trade among the Six, if they were to result in high tariffs, guaranteed prices, preferential long-term marketing arrangements and the use of quantitative restrictions against outside countries, would involve difficulties and conflicts with other countries, such as Canada, which had important agricultural markets in Europe; and he noted that the arrangements for the association of overseas territories, which did not seem in conformity with GATT, involved numerous potential conflicts of interest and were of concern especially to many less-developed countries.

## 2. Western and Northern Europe

This was a year of increasing economic and financial difficulties for France. Inflationary pressures, the Government's budget deficit and the excess of imports over exports increased at an alarming rate during the first six months. In May the French Government proposed measures to combat these trends which the National Assembly rejected, thus dismissing the Government of Mr. Guy Mollet, which had been in power longer than any since the proclamation of the Fourth Republic. In June a new Government was formed under the leadership of Mr. Bourges-Maunoury, Minister of Defence in the previous Government. Under the pressure of the deteriorating financial position the National Assembly approved a programme similar to that put forward by the preceding Government. During the summer months a number of decrees were issued which gave promise of going some way towards reducing the Government's budgetary deficit and improving France's foreign-exchange position. In September the Government introduced an outline law (*loi-cadre*) for the future organization of Algeria designed to form the basis for a solution of the Algerian problem, which has caused an important drain on French resources. There was, however, strong opposition to this law from groups both of the extreme right and of the extreme left of the National Assembly. Despite the extensive modification of the draft law aimed at creating a majority in support of it, the Government was defeated by a combination of the Communists, who advocate full independence for Algeria, and of the right-wing groups and individuals who oppose any measure which conceivably might lead eventually to Algerian independence. Thus began a Government crisis which was resolved only on November 5 with the investiture of a new Government led by the former Finance Minister, Mr. Gaillard.

Against a background of steady industrial expansion and improving economic conditions, Italy experienced a period of political and constitutional uncertainty which began with the withdrawal of the Social Democratic Party from the Government coalition in May. The coalition



Government led by a Christian Democrat, Antonio Segni, which had been in power since July 1955, resigned on May 6. After several efforts to reconstruct the coalition, it was replaced some three weeks later by a minority Government, formed exclusively of Christian Democrats. Despite the withdrawal of the Social Democrats from the Government no progress was made towards reunification of this party with the Socialists, who renewed their association with the Communist Party. There was, however, evidence of a considerable reduction of support for the Communists as a result of the Soviet intervention in Hungary and improved economic conditions in Italy.

The countries of the Iberian Peninsula continued to develop and expand the areas of consultation and co-operation between them. General Franco of Spain and Prime Minister Salazar of Portugal met in August to discuss matters of mutual interest including the impact on the Spanish and Portuguese economies of non-participation in the prospective European Common Market. Though there was a reorganization of the Spanish Government in February which involved the appointment of a new Foreign Minister, there was no appreciable change in Spanish foreign policy, which continued to be one of improving and extending relations with friendly countries, particularly in Europe and the Middle East. The foreign policy of Portugal, where a general election took place in November, also remained unchanged.

Despite a slight recession, economic conditions in Belgium and the Netherlands during 1957 remained generally prosperous. Internal political stability was maintained by the two coalition governments, although they both consist of parties of different economic and social philosophies. In foreign affairs, the two countries continued to co-operate effectively in the NATO defence programme and in the current plans for Western European co-operation. Relations among Belgium, the Netherlands and Luxembourg grew closer still with the conclusion during the summer of the Benelux Economic Union Treaty. Canadian relations with these countries were furthered by successful visits of vessels of the Canadian Navy to the four capitals during the autumn.

Scandinavia during 1957 remained one of the quieter areas of the world. There were no major changes in the foreign policies of Denmark, Norway, Sweden and Finland. Of wide interest was the publication on October 20 of the plan for a Nordic Customs Union, as drawn up by the Nordic Committee on Economic Co-operation.

Domestically, there have been growing economic and financial problems, particularly in Finland where the finmark was devalued by 39 per cent in September. All four governments have had to fight against rising inflationary forces and foreign-exchange deficits. On the whole, however, the prosperity of 1956 continued through 1957.

On the political scene, there have been several changes, though none has altered the general policies of the countries concerned. In Denmark the general elections held in May resulted in the formation of the first majority coalition Government in many years, as the Radical Liberals and the Justice Party agreed to enter the Government with the Social Democrats under Prime Minister Hansen. General elections were held in Norway in October and again saw the return of the Labour Party under Prime Minister Gerhardsen with an absolute majority in the Storting. Following the death of King Haakon VII on September 21, King Olav V ascended the Norwegian throne. In Sweden, the long-standing coalition



between the Agrarian-Centre Party and the Social Democrats ended in October when the former withdrew from the Government; Prime Minister Erlander was able, however, to form a minority Government. There was a long series of Government crises in Finland during 1957 as various parties attempted to deal with the acute economic problems of the country. By the end of the year, a caretaker Government, formed of civil servants and experts, was in power and was expected to carry on until regular elections are held in July 1958.

Iceland has also been faced with serious economic and financial difficulties during 1957 as the fishing season was poor and inflationary forces continued to grow. Canadian ties with the island, already close, were further developed by the appointment of an Honorary Consul-General of Canada in Reykjavik.

### 3. North Africa

Despite the hope expressed at the conclusion of the United Nations debate, in February, on the Algerian question that "a peaceful, just and democratic solution" would be found to the Algerian problem, little progress could be discerned towards this during the year. The French Government under Mr. Mollet insisted on a so-called "tryptique" of cease-fire (without political pre-conditions), free elections and negotiations with elected representatives of the Algerian peoples for the future organization of Algeria within a French framework. The main Algerian rebel organization, the National Liberation Front, clung stubbornly to its demand that France recognize the principle of Algerian independence as a pre-condition to a cease-fire and subsequent negotiations.

In an effort to overcome this impasse and give evidence of good faith and intentions, the Government of Mr. Bourges-Maunoury (which succeeded that of Mr. Mollet following its defeat on financial policy in May) proposed a new law for Algeria outlining the future political organization of Algeria into quasi-autonomous regions. This proposal was summarily rejected by the Algerian nationalists. It was also rejected by the National Assembly in Paris (see Section 2, Western and Northern Europe) and led to a Government crisis of five weeks' duration.

In December the Algerian question came once more before the United Nations. Coinciding with this debate was the approval by the National Assembly of a modified outline law (*loi-cadre*) for Algeria proposed by the Government which succeeded that of Mr. Bourges-Maunoury. At the conclusion of the debate a resolution, of which Canada was one of the co-sponsors, was adopted unanimously expressing "the wish that in a spirit of effective co-operation pourparlers will be entered into and other appropriate means utilized with a view to a solution in conformity with the purposes and principles of the Charter of the United Nations".

The Governments of Tunisia and Morocco were closely concerned with events in Algeria and their impact on internal development and external relations in regard to their respective countries. Despite the strains imposed by the Algerian problem, Morocco continued to improve her relations with France and a number of important agreements were concluded. Morocco continued to demonstrate a western orientation and in November H.M. Mohammed V, King of Morocco, made an extended visit to the United States.

Tunisia, where active sympathy for the Algerian nationalists was considerable and overt, went through a period of more uncertain relations with France. The suspension of French financial assistance in May and a series of incidents on the Tunisian-Algerian border created crises in Tunisian-French relations. A further cause of friction was the delivery to Tunisia of small arms and ammunition by the United Kingdom and the United States in November. Tunisia also experienced a constitutional change in July when the monarchy was abolished and a republic was proclaimed with the former Prime Minister, Mr. Habib Bourguiba, as President. Canada opened diplomatic relations with Tunisia in September when Mr. Mongi Slim, who is Ambassador in Washington, presented his credentials as Tunisian Ambassador to Canada.

#### 4. Central Europe

The general election for the Bundestag, or Lower Chamber of Parliament, was undoubtedly the chief political development in Germany during 1957. The election, held on 15 September, gave 270 seats to the CDU, against 169 to the SPD and 40 to the FDP, out of a total of 497. This victory was interpreted as reflecting the voter's satisfaction with Germany's prevailing economic prosperity and political stability, as well as his great respect for the Chancellor's personality; it also indicated a widespread disinclination to embark upon new courses in the field of foreign policy that might possibly move Germany away from her Western allies. The main cabinet change was the appointment of Dr. Erhard, the Minister of Economics, as Vice Chancellor. Dr. Adenauer himself was re-elected Chancellor by the new Bundestag on 22 October.

The Federal Republic continued in 1957 to co-operate actively in the work of the NATO Council and in the defence plans of Western Europe. In July three mechanized infantry divisions were assigned to NATO, and it was the German Government's intention to have two armoured divisions and one airborne and one mountain formation ready by the end of the year. The total strength of the Bundeswehr was then estimated at over 120,000 men. At the same time, Germany played an essential part in current plans for closer European co-operation in a variety of fields. Both the Government coalition parties and the SPD opposition voted in favour of the Common Market and Euratom Treaties.

The Federal Republic's economic expansion in 1957 continued at a rate exceeding that of most other Western European countries. Germany became in 1957 Canada's third market and third source of imports.

Austria pursued its policy of military neutrality and met its economic obligations towards the U.S.S.R., both stipulated by the State Treaty under which it covered its independence in 1955. The Austrian Government felt free, however, to adapt other aspects of its foreign relations to the country's legitimate interests. This course found illustration notably in the votes of the Austrian Delegation at the United Nations, in the asylum given by Austria to some 210,000 Hungarian and Yugoslav refugees, and in the announced intention of Austria to become a member of the Western European Free Trade Area.

## 5. Southeastern Europe

During 1957 the question of Cyprus remained the greatest source of friction between Greece and Turkey. It has continued to play an important role in Greek politics and the Greek Government has consistently maintained that the only solution is self-determination through a plebiscite. The Turkish Government, on the other hand, announced that the most moderate settlement it could accept would be partition of the island. The United Kingdom Government has put forward no concrete proposals since the publication of the Radcliffe Constitution in 1956, but instead has been attempting to work out a solution acceptable to all the interested parties.

Although conditions grew more favourable for a settlement in 1957, all efforts to reach a mutually acceptable solution failed. The debate on Cyprus in the eleventh session of the General Assembly of the United Nations ended in February with a compromise resolution calling for a resumption of negotiations. At the twelfth session of the General Assembly of the United Nations a Greek resolution calling for renewed negotiations with a view to the application of the right of self-determination was adopted in committee but failed to obtain the necessary two-thirds majority in plenary session with the result that the consideration of this question remained inconclusive.

The major developments in Yugoslav affairs related to the evolution of Soviet-Yugoslav relations. The renewal of controversy occasioned by the Hungarian uprising continued until April. Mr. Khrushchev's victory over the Stalinist members of the Soviet Praesidium left him free to continue his attempt to show that reconciliation was possible. The Yugoslav leaders, having an understandable preference for Mr. Khrushchev's line and already concerned over the future of Communism in Eastern Europe, responded with alacrity. Soviet credits were restored in July and, in August, Marshal Tito met Mr. Khrushchev in Rumania, where they drew up a new agreement. The reconciliation appeared to have been confirmed by the events which followed. Yugoslavia voted with the Soviet bloc on the Hungarian item in the special session of the General Assembly of the United Nations and in October Yugoslavia recognized *de jure* the East German regime. But Marshal Tito's subsequent decisions not to attend the 40th anniversary celebrations in Moscow nor to have Yugoslavia join in preparing or signing the Moscow 12-party declaration indicated that Yugoslavia retained her independent position. Another significant event was the visit to Belgrade in September of Mr. Gomulka, at which time Yugoslavia announced that it regarded the Oder-Neisse line as Poland's official Western boundary.

## 6. The Soviet Union

Throughout 1957, the Soviet Government clung to its stern objective of catching up economically with the West, while at the same time trying to satisfy the popular demand, which has persisted since the death of Stalin, for a more liberal dispensation. On the one hand, the drive to develop industry, technology and the military sciences was crowned by the achievement of a long-range missile and the launching of two artificial earth satellites; on the other hand, the tensions engendered by the simultaneous effort to cater to the consumer led to a crisis within the leadership.



The old controls and sanctions of the Stalinist era were further relaxed and modified. The forced labour camps were reduced, an amnesty was granted to minor criminals, the publication of previously-banned works continued, the reputation of more victims of the purges were restored, and the Government ordered the gradual restoration of five non-Russian minorities which had been dispersed from their homes during the Second World War. In August restrictions on the travel of diplomats were somewhat lightened, and the Government declared its readiness to negotiate their removal.

In the economic field, the Government continued to seek a rise in productivity by substituting incentives for coercion. A number of measures intended to increase consumption were taken. The life of the workers was further improved by the introduction of the seven-hour day and of a more liberal method of settling disputes. A new Economic Commission was set up in the Soviet of Nationalities to attend to the needs of the minorities, and the February session of the legislature was characterized by unusually frank complaints by the deputies. Finally, in an apparent concession to the class of managers, the Government decentralized the daily economic management to 105 new regional economic councils. This was not only the most radical measure of its kind in recent decades but also one of the boldest decentralization steps of any sort ever taken by any government of Russia.

An atmosphere of greater freedom provoked a serious ferment among the artists and intellectuals in most walks of life. The Party sought to intervene in strength, but its efforts were clumsy, and the problem remained unsolved. In the economic field, over-ambitious planning compelled the Government first to reduce the 1957 targets and then to scrap the present five-year plan, the first time that the latter has happened in Soviet history. The conflict within the leadership between those who favour Mr. Khrushchev's policy of concession and those who fear the reduction of the Stalinist controls, led to a crisis in June, and the expulsion from the Party's central organs of Messrs Molotov, Malenkov, Kaganovich and Shepilov. The underlying tension broke out again in October, and Marshall Zhukov was deprived of his portfolio and of his Party posts. It was not surprising that the "theses" for the fortieth anniversary of the Revolution in November were unusually argumentative and defensive as part of an effort to ensure the unity of the Communist bloc.

On the international scene, Moscow continued to proclaim her desire for peace, to try to weaken Western solidarity, and to extend her influence at the cost of Western prestige.

In December Mr. Bulganin sent letters to a large number of heads of government including those of all United Nations members. Generally speaking he warned of the so-called dangers inherent in current NATO planning and reiterated a number of already familiar proposals concerning, among other subjects, disarmament, a non-aggression pact, the development of trade, scientific and cultural relations and a procedure for the settlement of East-West differences.

The Soviet Union supplemented an exchange of notes with the Western powers by an appeal to the socialist parties of the NATO countries calling for the renunciation of force in the Middle East. It made gains in relations with Syria by providing military as well as economic aid and sought to reinforce these by lending vigorous public support to

Syria in the complaint brought before the United Nations of a threat to Syrian security and to international peace arising out of Turkish troop movements on the Turco-Syrian border and "other foreign pressures". In Africa, Ghana and Morocco were persuaded to receive visiting Soviet delegations, and the Sudan was encouraged to look to the Soviet market. The Soviet programme in Asia was pursued assiduously, with the recognition of Laos and with visits to the region by Marshals Voroshilov and Zhukov, and to the U.S.S.R. by Ho Chi Minh. In July the Soviet Union announced the closing of Vladivostok Bay to foreign shipping. Broadcasts to Latin America were noticeably stepped up.

Soviet defence policy remained vigorous. A series of nuclear tests was continued, the civil defence programme and submarine activity were accelerated, and Soviet scientists were successful in launching two earth satellites, a significant development in relation to long-range missiles. Although Moscow was clearly pleased, its senior spokesmen did not unduly flaunt this success.

On questions of global security, the U.S.S.R. continued to pursue a diffuse programme for the reduction of tension, while at the same time maintaining an uncompromising attitude towards Western disarmament proposals. Moscow made increasing efforts to expand the exchange of visits and information with the UK, France and the USA. At the jubilee session of the Supreme Soviet, Mr. Khrushchev affirmed that the U.S.S.R. would never start a war; and the maintenance of peace formed the central theme of a bloc declaration and of an appeal to the peoples of the world. On several occasions, the withdrawal of foreign troops from Germany was advocated. By rejecting Western disarmament proposals, and by refusing to co-operate in the expanded UN Disarmament Commission, the U.S.S.R. sought to round off a year of effort to persuade the USA to accept bilateral talks.

Canadian-Soviet relations, which had been impaired by the Soviet conduct in Hungary in the autumn of 1956, began to improve slightly from the middle of 1957. A number of Soviet delegations visited Canada, including a group of artists who attended the Stratford Festival and an agricultural delegation which toured Canada in the summer. A number of private Canadian delegations visited the U.S.S.R. including a group of about 250 young people who attended the World Youth Festival. The Soviet Government largely confined its purchases in Canada to wheat and to wood-working machinery, and, late in the year, showed some interest in increasing sales in the Canadian market. For this purpose, a commercial delegation visited several cities in December.

## 7. Eastern Europe

The twin crises of October 1956—the uprising in Hungary and the elevation of Mr. Gomulka to the secretaryship of the Polish United Workers' (Communist) Party—had shaken Soviet domination in Eastern Europe. The dominant theme of the year 1957 has been re-adjustment.

There have been no major disturbances in the Soviet bloc in 1957. Although partly the consequence of a considerable lightening of the Soviet burden on the bloc members, through the cancelling of debts and the granting of new loans, the relative quiescence is, in fact, chiefly to be explained by the lesson of Hungary. The Soviet Union has worked to



re-establish ideological unity and for this purpose arranged for a conference of bloc members after the 40th anniversary celebrations, which issued for general guidance a 12-party declaration setting forth the basic tenets of Communism.

The Kadar regime, supported by the continuing presence of several Soviet divisions, has recovered control of Hungary. The Government has relied on a combination of increasingly ruthless repression of all centres of opposition—principally the workers' councils, the intellectuals and the students—and a rise in the standard of living achieved by importing consumer goods and cutting investments. The Government has had considerable success in restoring industrial production, almost to the pre-uprising level. (Reference to the Hungarian refugees and the Hungarian item in the General Assembly of the United Nations is made in Chapter 1).

The situation in Poland has been clarified during the year. Elections were held on January 20, when for the first time in a People's Democracy the electorate were offered a limited choice among candidates. The Roman Catholic hierarchy backed Mr. Gomulka's plea for support of the candidates of the National Front. The decisive support which Mr. Gomulka received appears to have persuaded the Soviet leaders that, in spite of their objections to several of his reforms, their interest was best served by co-operating cautiously with the new Polish Government. Subsequently Poland took steps to improve relations with her other neighbours; in May and June Premier Cyrankiewicz paid official visits to Prague and East Berlin, where agreements were made to continue deliveries of Polish coking coal in exchange for substantial investment credits.

Poland has endeavoured at the same time to establish friendlier relations with the Western nations. This has involved the resumption of personal contacts (passports were freely issued to permit Poles to make visits abroad), a considerable increase in technical and cultural exchanges, and an attempt to direct more of Poland's trade westward. The Western nations have responded by offering credits, notably \$95 million from the United States, though the Polish Government had hoped for larger amounts than it has received. Canada sold to Poland about \$26 million of wheat, on a credit extending up to three years, and Canadian-Polish technical and cultural exchanges have increased.

The Czechoslovak and East German Governments continued to maintain a strict control of their domestic situations. At the same time, Czechoslovakia achieved a further increase in the standard of living designed to forestall the growth of discontent among the working class. In agriculture there was a return in Czechoslovakia to the expansion of collective farms, with costly incentives being offered to induce farmers to join them.

Eastern European trade with South-East Asia, the Middle East and Western Europe continued to grow, though less rapidly. Cultural exchanges with Canada, which declined sharply after the Soviet intervention in Hungary, had by the end of the year reached roughly the former level. In particular, a Rumanian agricultural delegation headed by the Vice-Minister of Agriculture toured Canada in the autumn and made certain purchases.



## V

### THE MIDDLE EAST

Throughout 1957 the Middle East continued to be the scene of conflicting international interests. In the earlier part of the year attention was concentrated on efforts to deal with the situation created by the stormy events of October and November 1956. It was with these efforts that Canada was most directly concerned during the year. With the restoration of relative tranquillity between Egypt and Israel and the resumption of navigation through the Suez Canal, interest shifted in the latter part of the year to "cold war" tensions in the Middle East. These tensions, involving a number of Arab states, especially Syria and Jordan, revolved around, on the one hand, continuing Soviet efforts to establish its influence in the area and, on the other, increased United States concern, as evidenced in the enactment in March of a Joint Congressional Resolution "to promote peace and stability in the Middle East" (the "Eisenhower Doctrine").

By the beginning of 1957 the United Nations Emergency Force (UNEF) had some 4,000 personnel in Egypt, the forces of the United Kingdom and France had been withdrawn from Egyptian territory, and some Israeli troops had begun to retire towards the armistice demarcation line. Israel was, however, unwilling to withdraw its troops from the Gaza Strip and the Sharm-al-Shaikh area commanding the approaches to the Gulf of Aqaba unless "related measures" were taken "to prevent a renewal of conflict by land or by sea". The great majority of United Nations members, however, agreed that Israel should withdraw unconditionally from the areas it still occupied, although they were divided on the question of whether the Assembly should accept a mere return to the *status quo ante* or should press for rectification of the conditions which had helped to provoke the outbreak of hostilities in the first place. The Canadian Delegation to the United Nations took the latter position, arguing that, while the withdrawal of Israeli forces should be unconditional, the Assembly should not confine itself to that single issue. Thus Canada supported not only the two resolutions of January 19 and February 2 pressing for complete Israeli withdrawal, but also a companion resolution to the latter calling upon Egypt and Israel to observe the provisions of the armistice agreement, and expressing the opinion that the maintenance of the agreement required the presence of UNEF "on" (i.e. on both sides of) the demarcation line. The resolution also "noted with appreciation" a report of the Secretary-General dated January 24 in which, among other things, he discussed the legal implications of broadening the functions of UNEF or the United Nations in the Gaza Strip, and stated his opinion that when UNEF replaced Israeli troops on their withdrawal from the Sharm-al-Shaikh area, the Force might, at least transitionally, function in support of mutual restraint in that sector although it should not prejudice the solution of the controversial questions involved.

After diplomatic discussions in Washington and considerable further debate at the United Nations, the Israeli Foreign Minister announced to the General Assembly on March 1 that Israel would withdraw from Sharm-al-Shaikh and the Gaza Strip in the light of certain assumptions which the Israeli Government had made concerning freedom of navigation in the Gulf of Aqaba, the intention of United Nations members to support the maintenance of UNEF at the Straits of Tiran, and the responsibilities which the United Nations should assume in the administration of the Gaza Strip. The Canadian Representative welcomed Israel's decision and expressed the view that "certain assumptions and expectations that Israel has mentioned . . . are reasonable ones as we understand them". He added, however, that the Canadian Delegation did not regard the arrangements which should follow immediately upon withdrawal as conditions governing that withdrawal. The Israelis completed their retirement behind the armistice demarcation line on March 8, and UNEF temporarily assumed responsibility for internal security and some other essential services in Gaza. On March 14 an Egyptian Governor arrived in Gaza to resume Egyptian administration in the Strip.

UNEF, under the command of a Canadian, Lieutenant-General E. L. M. Burns, is now deployed around the perimeter of the Gaza Strip, along the Sinai desert between Egypt and Israel, and at Sharm-al-Shaikh on the Gulf of Aqaba. The Force operates only on Egyptian-controlled territory, as Israel has not yet agreed to full implementation of the United Nations resolution of February 2, which called for the Force to be placed on the demarcation line. By the end of 1957, UNEF's personnel numbered about 5,140, consisting of forces from Brazil, Canada, Colombia, Denmark, India, Norway, Sweden and Yugoslavia. Contingents from Indonesia and Finland were withdrawn in September and December respectively, for domestic reasons. The Canadian contingent, which at the year's end consisted of about 1,060 men, had responsibility for most of the logistical and administrative problems of the Force as well as its air transport services; the contingent also included a reconnaissance squadron operating along the frontier. Canada has announced to the United Nations General Assembly that it is willing to continue its contribution to UNEF as long as this is considered necessary by the United Nations.

One of the problems faced by UNEF has been that of finance. The cost of the Force has been estimated at approximately \$30 million for the period since its inception to the end of 1957, and at \$25 million for 1958. Resolutions were passed by the United Nations General Assembly during the winter of 1956-57 for the raising of \$10 million by common assessment from all United Nations members according to the scale of contributions to the ordinary United Nations budget, and the raising of an additional \$6,500,000 by voluntary contribution. The costs of UNEF proved to be higher than anticipated, however, and contributions fell short of expectations, in spite of substantial "special assistance" offered in November, 1957, by the United States, the United Kingdom and other countries. On November 22, therefore, the United Nations General Assembly passed a resolution, introduced by Canada and co-sponsored by a number of other countries, providing for the raising, by common assessment of United Nations members, of the additional funds required for 1957 and the funds required for 1958. The resolution also approved principles for the allocation of costs between the United Nations and members contributing troops.



As a result of salvage and rehabilitation services carried out by an Anglo-French salvage fleet prior to December 21, 1956, and a United Nations fleet subsequent to that date, the Suez Canal was cleared of obstructions by April 10, 1957. The funds for the United Nations canal-clearing operation were advanced by a number of members of the United Nations, including Canada. A resolution was passed at the twelfth session of the General Assembly endorsing a recommendation of the Secretary-General that the funds expended from the advances should be recovered by the application of a three per cent surcharge on ordinary canal tolls.

In a declaration of April 24, 1957, the Egyptian Government announced the arrangements it contemplated for the operation of the Suez Canal, which were stated to be in accordance with the Constantinople Convention of 1888 and the United Nations Charter. The declaration provided that disputes arising between parties to the Convention would, if not otherwise resolved, be referred to the International Court of Justice. For the purposes of this provision, the Egyptian Government in a declaration of July 18, 1957, accepted the compulsory jurisdiction of the Court.

As a result of the presence of UNEF, incidents on the Egyptian-Israeli border were at a minimum in the latter half of the year but there continued to be difficulties along other sectors of the Arab-Israeli frontiers. A dispute regarding the construction of a bridge by Israel in the demilitarized zone between Syria and Israel was debated by the Security Council in May, and a number of incidents occurred on the Syrian-Israeli border during the summer. Considerable improvement, however, was effected by the establishment in this sector of eight observation posts by the United Nations Truce Supervision Organization, with the consent of both Israel and Syria. Along the Jordanian-Israeli frontier, the principal difficulties that arose occurred in the Jerusalem area; they concerned Israeli tree-planting activities in the neutral zone at Government House and the supply of the Israeli-controlled portion of the demilitarized zone on Mount Scopus. The first of these issues was debated by the Security Council in September and November, and the second was the subject of discussions which the Secretary-General held with the Governments of Jordan and Israel in December. These discussions appear to have brought at least a temporary solution.

Canadian officers continued to serve with the United Nations Truce Supervision Organization, the United Nations body which assists Israel and her four Arab neighbours in supervising the execution of the armistice agreements, and reports to the Security Council on the observance of the cease-fire in Palestine. The personnel of UNTSO, drawn from 10 countries, numbers approximately 72 officers, of whom 14 are from Canada.

The grave plight of the Palestine refugees still constitutes one of the most difficult problems of the Middle East. The United Nations Relief and Works Agency for Palestine Refugees (UNRWA) has continued to provide essential relief services, on a subsistence level, for approximately 930,000 refugees, but because of lack of funds many of the Agency's rehabilitation and small-scale resettlement projects have had to be cancelled and some relief services have been curtailed. Canada was in 1957 the third largest non-Arab contributor to UNRWA, having pledged \$750,000 for the 18-month period July 1, 1956, to December 31, 1957. It has already been announced that the 1958-9 estimates of this Department will include provision for a Canadian contribution to UNRWA of \$500,000 for the calendar year 1958.



The "cold war" tensions in the Middle East attracted some notice during the opening debates in September of the twelfth session of the United Nations General Assembly, especially in the speeches of the United States and Soviet Delegations. In the latter half of October, the Syrian Government complained to the General Assembly of Turkish troop concentrations on the Turco-Syrian border and of "other foreign pressures" said to involve the United States, and requested an impartial United Nations investigation. During the extended debate, Soviet attacks on Western countries led to heated exchanges that met with the disapproval of several delegations. A group of interested delegations, including that of Canada, took an active part in informal discussions in the hope of finding a compromise solution which would enable the Secretary-General to extend his good offices. However, the debate ended on November 1, 1957, when the Syrian and Turkish Delegations found it possible to accept the view of the Indonesian representative that, in view of the intricacy and delicacy of the issues involved, the General Assembly was "not in a position to propose any definite line of action or to pronounce a judgment in this matter." Thus, although the United Nations did not address itself to the removal of the causes of the dispute, the episode illustrated the success which can sometimes attend the application of the mediation and conciliation processes available in the United Nations.

## VI

### THE AMERICAS

#### 1. The United States

Relations between Canada and the United States continued during the year 1957 to remain friendly and substantially co-operative. Trade between the two countries remained at a high level, although the increased imbalance in favour of the United States has been observed with some concern by Canadian authorities. Arrangements for military co-operation, for continental defence in particular, have been extended.

In the course of the year there occurred events of great importance to the people of the United States, and in consequence as well to other countries. The state of health of President Eisenhower and the constitutional issues it raised were widely discussed in the American press. However, his brief illness in November did not prevent his presence and active participation at the NATO meeting of heads of government. The successful launching by the U.S.S.R. of an earth satellite, with its implications for intercontinental ballistic missiles, was the source of wide-spread concern.

Following the general election in Canada in June, there were several exchanges of visits. Mr. Dulles, while on a visit to Canada in July, came to Ottawa to see the Prime Minister. Although no announcement was made following the meeting, statements to the press indicated that in addition to a *tour d'horizon* of international affairs, particular attention was paid to proposals for disarmament. While in attendance upon Her Majesty during her visit to Washington in October, the Prime Minister took the opportunity to discuss with President Eisenhower matters of mutual interest. Several prominent United States Congressmen visited Ottawa during the latter part of the year. Senator Green, Chairman of the Senate Foreign Relations Committee, had conversations with Canadian ministers and officials as part of a fact-finding tour of NATO countries prior to the December meeting of NATO Parliamentarians in Paris. In the carrying out of their mandate, members of the House Sub-Committee on Foreign Trade Policy (Boggs Committee) visited Canada to study the effect of the United States trade and tariff policies on the trading position of this country. Representative Coffin of the House Foreign Affairs Committee paid a brief visit to Ottawa in December to discuss Canadian-United States relations informally.

The International Joint Commission held its semi-annual meetings in Washington and Ottawa in April and October. Certain items were disposed of (levels of Rainy and Namakan Lakes, and Niagara remedial works), and steady progress has been made on other references.

Although no final agreement has been reached in the apportionment of the waters of the Souris River among Saskatchewan, Manitoba, and North Dakota, it is hoped that a joint report will shortly be presented

to the two Governments. This report would recommend new interim measures for the regulation of the flow of water from Saskatchewan into North Dakota and thence to Manitoba.

In June 1957 the International Joint Commission visited the Passamaquoddy Bay area. The reports submitted at that time and at the October meetings of the International Joint Commission by the Passamaquoddy Engineering and Fisheries Boards indicate that steady progress is being made by both boards in their respective investigations to determine the cost of developing the international tidal power potential of Passamaquoddy Bay and the economic feasibility of such a project, as well as the effects which the project might have upon the fisheries of the area. The Commission has scheduled public hearings in that region for June 1958.

Construction by Ontario Hydro and the New York State Power Authority of the works for development of power in the International Rapids section of the St. Lawrence River is progressing steadily and it is expected that the flooding of the power pool will commence about July 1, 1958.

Air and water pollution in the Great Lakes area have been under constant study. The smoke-abatement programme in the Detroit River has resulted in noticeable improvements. Much work has been done and is being pursued by municipalities and industries to eliminate pollution in the connecting channels of the Great Lakes.

One of the main and more complex issues, still unresolved, the development and control of water resources in the Columbia Basin, has been the subject of extensive studies and discussions at the International Joint Commission. This question has also been the subject of discussion through diplomatic channels.

The United States Government has sought and obtained the approval of the Canadian Government for dredging projects in the Detroit River and in the St. Clair and St. Mary's Rivers. The agreements are contained in exchanges of notes negotiated during 1956 and 1957. Provision for the deepening and widening of these channels will enable larger ships to have access to the upper Great Lakes and will increase the benefits to be derived from the St. Lawrence Seaway.

Work was started on a private international bridge between Prescott, Ontario, and Ogdensburg, New York. Legislation was also enacted in the Canadian Parliament, United States Congress and New York State Legislature providing for the inauguration of a new authority for the Peace Bridge between Fort Erie, Ontario, and Buffalo, New York.

Mr. A. F. Lambert was appointed as Canadian Commissioner to the International Boundary Commission. He succeeded Mr. J. E. R. Ross, who had held the position for the past five years. The task of the International Boundary Commission is to maintain in a state of effective demarcation 3,987 miles of boundary between Canada and the United States and 1,540 miles of boundary between Canada and Alaska.

Co-operation between Canada and the United States on fisheries conservation continued. An agreement was signed on July 3, 1957, on the pink salmon fisheries of the Juan de Fuca-Fraser River area which will extend to these fisheries the same sort of protection and regulations which the International Pacific Salmon Fisheries Commission already affords to the sockeye salmon fisheries.



In 1957 Canada and the United States, together with Japan and the U.S.S.R., signed and brought into force the interim convention on Conservation of North Pacific Fur Seals providing for restrictions on hunting in the open sea during the six-year period in order to carry out a conservation programme.

## 2. Latin America

The even tenor of friendship which has consistently marked Canada's relations with the countries of Latin America was maintained during 1957. Canadian missions found continued interest in information about Canada, and used films, publications and talks to meet the demands. The number of Canadians visiting various Latin American countries on pleasure or business trips, which has been growing steadily for several years, increased again in 1957, by far the largest number going to Mexico.

Canadian exports to the Latin American nations continued to increase in 1957, amounting to \$238 million, an increase of \$51 million over the 1956 total. Imports from Latin America decreased to \$351 million from a high of \$363 million in 1956. The largest import item by far was petroleum from Venezuela.

All the Latin American nations and the United States, the members of the Organization of American States, participated in an economic conference held at Buenos Aires during August under the sponsorship of the Inter-American Economic and Social Council. By invitation, Canada was represented by an observer, Mr. R. P. Bower, the Ambassador in Venezuela. While no immediate substantial results came from the conference, it was helpful in bringing together the financial, economic, and trade experts from all America for a discussion of common problems. (It was the first meeting of its kind since the 1954 economic conference at Rio de Janeiro.)

The year 1957 was one of considerable political activity in a number of the Latin American republics. In Argentina the caretaker government of Provisional President Aramburu steadily continued its task of restoring constitutional rule. A constituent assembly was elected in July with the objective of drafting a new constitution, but it disbanded in October before its work had been completed. Later the provisional government decreed that presidential elections would be held as previously planned on February 23, 1958.

The regime of President Gustavo Rojas Pinilla in Colombia ended on May 13, when a five-man military junta took over the Government and set as its objective a return to constitutional rule early in 1958. In an effort to restore political peace, the two principal parties, the Conservatives and Liberals, agreed to share executive posts equally on all levels of government for a period of twelve years following the presidential elections planned for February 1958. This agreement was submitted to the nation, which upheld it by an overwhelming majority in a plebiscite held December 1.

Haiti suffered many months of political unrest and confusion following the overthrow of President Paul Magloire at the end of 1956. Several short-lived provisional governments were set up before the Army Chief of Staff, General Kebreau, assumed control in June. Elections were held on September 22 and Dr. François Duvalier was elected President.

In Chile the elections of March 5 gave control of the National Congress to parties who are generally in opposition to the policies of President Ibañez. This made the President's task more strenuous in a difficult year which saw Chile continuing her stubborn fight against inflation.

President Batista of Cuba met active opposition during the year and there was even an attempt against his life in March. Several of the opposition parties agreed to join their forces, and armed rebels who had established themselves in Oriente Province late in 1956 held out during the whole year. There was an attempted revolt at Cienfuegos in August, and continuing sporadic bombings in the capital and elsewhere. However, President Batista continued to maintain firm control as the year closed.

The Central-American countries made progress during the year in their efforts towards increased economic co-operation within the group. In the diplomatic field, the five nations, Guatemala, Honduras, El Salvador, Nicaragua and Costa Rica, chose to be represented by a single ambassador at the celebrations marking the birth of Ghana as an independent nation.

Honduras elected a constituent assembly in September as the first step in a return to a constitutional government. The Assembly elected Sr. Roman Villeda Morales as President of the country to replace the military junta which had been governing since October 1956.

President Castillo Armas of Guatemala died by the bullet of an assassin on July 26. Presidential elections were held on October 20 but there was intense protest against the results and a military junta, declaring the election void, assumed control. The junta subsequently turned over its authority to a civilian provisional president, Sr. Guillermo Flores Avendano. It is planned that new elections will be held early in 1958.

President Hector E. Trujillo Molina of the Dominican Republic was re-elected and began a new term of office in August. Canada was represented at his inaugural ceremonies by Mr. E. B. Rogers, Canadian Ambassador to Peru, as Special Ambassador.

In Nicaragua, Sr. Luis Somoza Jr. was elected president by a very large majority in February. He had previously been chosen by the Congress to succeed his father when the latter was murdered in October 1956.

Mr. H. W. Richardson, the Canadian Trade Commissioner stationed in Guatemala City, attended as observer the Seventh Pan-American Highway Congress which was held in Panama in August. Also in August, Mr. C. S. Bissett, Commercial Counsellor at the Canadian Embassy in Argentina, was observer at the Ninth Pan-American Railway Congress at Buenos Aires.

## VII

### EAST ASIA

#### 1. Indochina

Canada continued to participate, with India and Poland, in the work of the three International Commissions for Supervision and Control established in July 1954, by the Geneva Conference, which ended hostilities in Indochina. The Canadian Government remained of the opinion that the presence of the Commissions in Vietnam and Laos contributed to the maintenance of peace and stability in the area. It considered that the Commission in Cambodia had completed its work and should therefore be dissolved; but it was not successful in persuading the other members of the Commission of this.

During 1957 about 160 Canadians, from the armed services and the Department of External Affairs, remained on duty with the three Commissions. It seemed clear to the Canadian Government, however, that the stage had been reached where it should be possible to reduce commitments in Indochina to a level commensurate with the remaining functions of the Commissions, which have diminished considerably since 1954.

##### (a) *Vietnam*

Vietnam remained divided during 1957, and the International Commission continued to supervise and control the implementation of the cease-fire agreement by the authorities of the two zones. The Commission found much of its time occupied with supervising the execution by the parties of the provisions of the military clauses of the agreement (Articles 16-20). In this the Commission and its fourteen fixed teams encountered a number of difficulties. In South Vietnam the mobile elements of some teams could not make their control trips because of the inability of the authorities to ensure the security of the teams in the length of time allowed by the Commission. In Communist North Vietnam the People's Army High Command continued in its refusal to allow a Commission mobile team to remain on continuous duty at Phuc Hoa, near the China-Vietnam border; as a result a serious gap in the control system still existed in this important area. At the same time, the failure of the authorities in North Vietnam to provide adequate transport for sea control and reconnaissance by the Commission's fixed teams in the Haiphong region resulted in unsatisfactory control of this complex shipping area.

The Commission continued its investigation of certain aspects of the revolt which took place late in 1956 in Nghe An province in North Vietnam. Hundreds of petitions from residents were received by the Commission's team in the area. The authorities of South Vietnam complained that Communist troops had carried out reprisals against persons who



had submitted petitions to the Commission team. It was also charged that the authorities of North Vietnam had prevented persons from moving to South Vietnam, and had thus violated Article 14(d) of the cease-fire agreement.

During the past two years the Commission has received a number of complaints from the North Vietnamese authorities alleging that reprisals were being taken against persons in South Vietnam because of their activities during the hostilities, in violation of Article 14(c) of the agreement. On more than one occasion the South Vietnamese authorities had argued that these allegations were unfounded and were simply part of a propaganda campaign being carried on by the North in order to draw attention away from the lack of freedom there. Early in 1957, the Commission informed the co-chairmen of the Geneva Conference that the South Vietnamese authorities had decided not to reply to any further complaints and not to permit any more investigations in connection with this clause of the agreement. In these circumstances the Commission considered that it was not able to take any effective action under Article 14 (c) until these difficulties were resolved.

(b) *Laos*

Late in 1957 the Royal Laotian Government and the Communist Pathet Lao dissidents agreed to a political settlement that was intended to bring an end to the partition of Laos. By the 1954 Geneva Agreements the Pathet Lao was confined to the two northern provinces of Phong Saly and Sam Neua pending a political settlement. Negotiations had continued intermittently for three years before they culminated in a joint communiqué on November 2 and political and military agreements on November 12 which together made up the settlement.

The two provinces were restored on November 18 to the authority of the King of Laos and on the following day the Royal Government was expanded into a National Union Government that included two Pathet Lao representatives. The next step was to be the integration of the Pathet Lao civil servants and troops into the national administration and army which was to be accomplished over a sixty-day period. The Pathet Lao movement was to become a political party under the name of Neo Lao Haksat, with the same rights and responsibilities as other parties and the freedom to operate through Laos. The final step in the settlement was to be the holding of local elections in the two provinces for officials at the village and municipal level within three months of the formation of the National Union Government, and general supplementary elections throughout the kingdom to add 21 new members to the Assembly within four months of the formation of the Government.

The implementation of the settlement will not be without its difficulties for the Laotian people. The Secretary of State for External Affairs has expressed Canada's sympathy with their desire to achieve a settlement within the terms of the Geneva Agreements and the hope that the latest developments will result in a strong Laos and the continuation of the democratic approach that had been followed by the Royal Government in the past. Other Western governments have taken an active interest in the settlement as it developed and will undoubtedly watch its implementation closely.

The only function allotted to the International Commission for Supervision and Control under the settlement was the supervision of the hand-over of arms and material by Pathet Lao to mixed military sub-commissions that are to be established in the two provinces. It is to be hoped, therefore, that it will prove possible to dissolve the International Commission for Laos in 1958.

(c) *Cambodia*

In its most recent interim report to the co-chairmen of the Geneva Conference, the Commission noted that Cambodia has fulfilled its obligation under the Geneva Agreement, especially in taking all necessary measures to reintegrate all citizens into the national community without discrimination and in guaranteeing to them the enjoyment of rights and freedoms provided by the constitution of the kingdom. The work of the Commission has therefore, in the Canadian view, been satisfactorily completed.

## 2. China

Relations between Canada and China remained unchanged during 1957. Canada continued to recognize the National Government of the Republic of China on the island of Taiwan. During November the Canadian Government Trade Commissioner in Hong Kong paid a visit to continental China.

Within mainland China a "rectification" campaign designed to improve the working methods of the Communist Party was inspired by Mao Tse-tung's February 27 speech to the Supreme State Conference and launched by a party directive at the end of April. Open criticism of the Party was invited but was terminated in early June after it had become apparent that there was considerable domestic dissatisfaction. There followed in the summer months a campaign to eliminate disrupting "right-wing elements" and the year ended with the third phase of the rectification campaign stressing constructive criticism and socialist education.

Industrialization continued to occupy first place in China's plans but it was officially acknowledged that concurrent development of agriculture was necessary. Over-investment in industrialization in the previous two years had resulted in bottlenecks and shortages of raw materials. During 1957 more emphasis was placed upon the production of raw materials, fuel and electric power and less on building, industrial development, foreign trade and consumer goods.

Relations between Communist and Nationalist China remain unchanged during the year. Small-scale military engagements occurred intermittently and repeated Communist offers for peaceful integration of Taiwan with China were rejected by the Nationalists.

## 3. Korea

The division of Korea continued in 1957, and reunification appeared no closer. The basic provisions of the armistice agreement signed in July 1953 continued in force. The Neutral Nations Supervisory Commission remained in existence during 1957, although its functions were very limited following the removal of its inspection teams from North and South Korea in 1956.

In June the United Nations Command informed the Military Armistice Commission of its intention to introduce new equipment into South Korea. By failing to report the introduction of equipment and using ports of entry other than those specified in the agreement, the Communist side had "seriously upset the relative military balance by modernizing and building up military capabilities in the area vastly superior to that which (it) had at the time when the Armistice Agreement was signed." Because the United Nations Command side had scrupulously observed the agreement, its weapons were obsolete. The United Nations Command therefore considered that it was entitled to be relieved of its corresponding obligations until the military balance had been restored and the Communist side had demonstrated its willingness to comply. The United Nations Command's action was necessary for the stability of the armistice, and the new weapons were to be for defensive purposes only. The United Nations Command would continue to observe the cease-fire provision of the agreement and all other provisions except those from which it had stated in 1956 (see Annual Report for 1956, page 35) and 1957 that it was entitled to be relieved by reason of Communist violations.

The Korean question was considered at the eleventh and twelfth sessions of the United Nations General Assembly in 1957. Resolutions were passed noting the report of the United Nations Commission for the Unification and Rehabilitation of Korea, noting that the armistice agreement remained in effect, and re-affirming that the United Nations objective was to "bring about by peaceful means the establishment of a unified, independent and democratic Korea under a representative form of government and the full restoration of international peace and security in the area," and urging continued efforts to achieve these aims.

#### 4. Japan

A new government took office in Japan in February 1957, when Mr. Nobusuke Kishi became leader of the Liberal-Democratic party and Prime Minister upon the resignation of former Prime Minister Ishibashi. The two-party system, which has been assuming a more and more significant place in the Japanese political scene since 1955, continued to mature in 1957, with representation in both the Upper and Lower Houses of the Diet divided roughly into two-thirds Liberal-Democrats and one-third Socialists.

Two trips to South-East Asia by Prime Minister Kishi served to improve Japanese relations with the countries of the area. A reparations agreement was reached in principle whereby Japan would pay approximately \$400 million in reparations to Indonesia and would advance another \$400 million in economic aid. Although no agreement was reached, progress was also made in reparations talks with South Vietnam.

Late in the year, after three months of negotiations, a Soviet-Japanese trade agreement was signed. This could open the way to a gradual



increase of trade between the two nations. Another significant development was agreement with South Korea on the mutual release of prisoners held by Japan and South Korea, opening the way for formal discussions on resumption of diplomatic relations between the two nations.

## 5. South-East Asia

The most important event in South-East Asia during the year 1957, from a Canadian viewpoint, was the attainment of independence within the Commonwealth by the Federation of Malaya. (See Chapter III, The Commonwealth). The creation of an independent Malaya made necessary new arrangements for the government of Singapore, which was not included in Malaya. At a conference in London in April 1957 it was agreed that the colony of Singapore should henceforth be known as a state and would become self-governing internally. The United Kingdom Government will retain responsibility for Singapore's external defence, finance and diplomatic relations.

The year 1957 has been a troubled one for Indonesia. In December 1956 Vice-President Hatta, a Sumatran who had been President Sukarno's partner since the latter's Declaration of Independence on August 17, 1945, resigned from office. Shortly afterwards military commanders in Sumatra and East Indonesia declared their fiscal and administrative independence from the Central Government in Djakarta. When Prime Minister Ali Sastroamidjojo resigned from office in March, he was followed by Prime Minister Djuanda heading a "business Cabinet" which has endeavoured to find a compromise which would grant the outer islands sufficient autonomy in local administration to lead them to resume their contributions to the Central Treasury. A national conference was held late in the year to explore the possibilities of achieving these objectives. Also during the year President Sukarno announced his conception of "guided democracy", a modification of parliamentary democracy. One of the first products of this conception was a National Council, a body made up of representatives of all political and functional groups, with the duty of giving advice to the Cabinet. The Parliament, which was elected in 1955, has not been abolished.

Externally the main preoccupation of Indonesia in 1957 was its dispute with The Netherlands over West New Guinea. An item on this question was defeated for the fourth consecutive year at the United Nations. On November 29 the General Assembly failed to give the necessary two-thirds majority to a resolution calling for discussions between the Netherlands and Indonesia on the status of West New Guinea. As a result of their failure to receive satisfaction at the United Nations the Indonesians accelerated an anti-Dutch campaign. A number of Dutch-owned companies and plantations in Indonesia were seized and many of the 46,000 Netherlands nationals residing in Indonesia were encouraged to leave the country. The precise extent and effect of these changes were not clear at the end of 1957.

Canada's relations with Burma have continued to be cordial and have become closer through mutual participation in the Colombo Plan. In June Prime Minister U Nu announced that the Burmese Government would lay greater stress upon attaining internal security in the country so that realistic development programmes could be implemented. Burma's border dispute with China remained unsettled by the end of the year.

The most important event in the Philippines in 1957 was the tragic death on March 17 of President Ramon Magsaysay in an aeroplane crash. He was succeeded by Vice-President Carlos Garcia, who was elected in his own right in November as the candidate of the Nacionalista Party. The Philippine voters elected the Liberal nominee, Diosdado Macapagal, as Vice-President and emphatically endorsed the Government's foreign policy of friendship with the United States and membership in SEATO.

## VIII

### LEGAL AND CONSULAR AFFAIRS

#### 1. Legal Affairs

In 1957, as in past years, the Department concerned itself with the legal aspects of Canada's international relations. Thus, it again, either alone or in co-operation with other departments and agencies of the Government, dealt with legal problems arising from the application of *Visiting Forces Acts* to foreign military personnel in Canada, the North Atlantic Treaty Organization and international agreements relating to it, Canada's boundary and territorial waters, the Geneva Agreements on the cease-fire in Indochina, the recognition of new governments, the status of the United Nations Emergency Force and other matters. The Department also continued to take an active part in the study of the questions within the competence of the Sixth Committee of the United Nations General Assembly, as, for instance, the definition of aggression, the draft code of offences against the peace and security of mankind, and the Covenant on Human Rights.

Likewise, work was continued, in conjunction with other departments, on the study of the recommendations of the International Law Commission of the United Nations General Assembly on the Law of the Sea. These recommendations were to form the basis of discussion at the international conference on the Law of the Sea, which the General Assembly had requested the Secretary General to convoke in Geneva on February 24, 1958. The purpose of the conference was to examine the law of the sea, taking account not only of the legal, but also of the technical, biological, economic and political aspects of the problem, and to embody the results of its work in one or more international conventions or such other instruments as it may deem appropriate.

The conclusion of international agreements was again an important part of the legal work of the Department, since, in 1957, Canada entered into 50 such agreements. A list may be found in Appendix F. The Department dealt with the legal questions inherent in the drafting and the conclusion of these agreements, and, in consultation with the Department of Justice, their implementation. The Department further prepared the instruments required for the conclusion of treaties, their tabling in Parliament and their registration with the United Nations.

The Department again attended to the claims of Canadians who had suffered injury abroad or whose property on foreign soil had been damaged as a result of war operations or confiscated under nationalization measures. By the end of the year, offers of settlement or notices of rejection had been received in all claims submitted to the Japanese Government under the Treaty of Peace with Japan of 1952. There is a small residue of contentious claims, and, in six cases, a dispute has been declared with the



Japanese Government with a view to arbitration proceedings. The Department continued to assist the War Claims Commission in processing claims of Canadians under the Canadian War Claims Regulations and the War Claims (Italy) Settlement Regulations.

During the year negotiations with the International Committee of the Red Cross, in which the Department took part, resulted in Canada's receiving a first distribution of funds under Article 16 of the Treaty of Peace with Japan. These funds, amounting to US \$59,978.61 and £21,441.1.10, have accrued to the War Claims Fund. The Department, as in past years, provided advice to the Canadian public in cases involving international claims.

New developments took place in 1957 in the Gut Dam Claims, under which it is alleged that substantial damage has been caused to waterfront property on American soil as a result of the construction, in 1902, by the Canadian Government, in the St. Lawrence River, of a dam known as Gut Dam. Legal action, which had been taken by some of the claimants in the United States District Court and which suspended temporarily negotiations with the United States Government, was continued before the United States Court of Appeals and the United States Supreme Court. The Supreme Court, in a decision handed down in April, upheld, after the Court of Appeals, the original judgment of the District Court, which maintained that it had no jurisdiction with respect to these cases. Now that litigation of the United States Courts has been finally disposed of, a fresh review of the problem is being made.

## 2. Consular Activities

The Department of External Affairs provides consular services and assistance to Canadian citizens travelling abroad and to citizens of other countries with interests in Canada. Consular services and assistance include: issuing and renewing passports and certificates of identity; procuring and authenticating legal documents; providing advice and assistance on citizenship questions; helping Canadian citizens abroad who are temporarily destitute, including granting them financial aid on a recoverable basis; safeguarding the rights and interests of Canadian citizens and companies abroad; representing Canadian interests in matters of estates abroad, and assisting in finding missing persons.

Canadian consular services and assistance are extended through the Department at Ottawa, the Department's diplomatic missions and consular posts in 46 countries, Canadian Trade Commissioners' Offices, and United Kingdom offices in those countries in which there is no Canadian Government representation.

One of the important services rendered to Canadians during the year resulted from the outbreak of war in the Middle East in the autumn of 1956. At that time, the Egyptian Government issued a number of proclamations designed to permit sequestration of certain foreign assets and properties, to nationalize industries, insurance companies, and banks, and to expel from Egypt all aliens considered undesirable. In a number of instances in which Canadians or Canadian properties were affected, the Department acted to protect the properties and persons concerned. Assistance was also given to 67 Canadians who wished to leave the Middle East during the disturbances.

On November 6, 1956, Egypt broke off diplomatic relations with Australia following the attack on the former country by the forces of Israel, France and the United Kingdom. At the request of the Australian Government on November 7, 1956, the Government of Canada accepted responsibility for the protection of Australian interests in Egypt. Since that date, Canada, through its Embassy in Cairo, has acted for the Australian Government in matters relating to the duties of a protecting power.

The XIXth International Red Cross Conference was held in New Delhi from October 24 to November 7, 1957. The purpose of International Red Cross Conferences is to co-ordinate the world-wide Red Cross movement. The Conferences receive reports from Red Cross committees and agencies, consider proposals for the extension and improvement of Red Cross services and seek to promote humanitarian and pacific ideals with specific reference to the Geneva Conventions. They are normally convened every four years and are attended by representatives from national societies of the Red Cross, Red Crescent, Red Lion and Sun, the League of Red Cross Societies, the International Committee of the Red Cross, and by official delegates of states signatory to the Geneva Conventions, of which there are 91 including Canada. Delegations representing 76 national societies of the Red Cross and 72 government delegations attended the XIXth Conference. Eighty-two countries were represented either by Red Cross Society or government delegations. Most countries were represented by both. The Canadian Government was represented at the XIXth Conference by a voting delegation. Although the Conference was disrupted in its final hour by the seating of the Delegation of the Republic of China, progress was made in the study of humanitarian measures such as the protection of civilian populations in time of war and the reunion of families separated by international boundaries. It was decided that the XXth Conference would be held in Geneva in 1963, the centenary of the founding of the Red Cross.

A number of important international conferences were held in Canada during the year, including the International Union of Geodesy and Geophysics in Toronto and the Universal Postal Union Congress in Ottawa. These conferences largely accounted for an increase in the number of visas issued to visitors from the U.S.S.R. and Soviet-bloc countries. The number of visas issued to trade representatives and to members of athletic and cultural groups from Soviet-bloc countries also increased during the year.

Since the revolt in Hungary began Canada has admitted approximately 36,000 Hungarian refugees from Europe. Special assistance was given by the Department to the Department of Citizenship and Immigration in arranging this emergency movement, which was imposed upon a record influx of immigrants from other countries through normal immigration channels. Assistance was provided also to Hungarian refugees in Canada who had applied for permanent entry to Canada of their relatives still in Hungary. While the Hungarian refugees in Canada appear generally to have settled down fairly successfully in their new environment, the Department has been called upon to assist in the repatriation of a comparatively small number who have expressed a desire to return to Hungary.

Negotiations were in progress during 1957 for the completion of visa agreements with other countries. Under agreements concluded in previous years, Canadians may temporarily enter the following 14 countries without the necessity of obtaining visas: Austria, Belgium, Denmark, France (including Algeria), the Federal Republic of Germany, Italy, Liechtenstein, Luxembourg, Monaco, The Netherlands, Norway, Sweden, Switzerland and Turkey. Visas are also unnecessary for visits to Greece. In addition, for entry to three countries (Israel, Finland and Japan), Canadians are granted visas without fees.

The output of the Passport Office has increased with every year. Issuance of passports increased by 55 per cent over the seven-year period from 1949-50 to 1956-57, and revenues increased by 61 per cent over the same period. The Passport Office issued 97,804 passports and renewed 14,938 in 1957. This is a record number. During the year, 2,361 certificates of identity were issued, and 903 were renewed. These certificates are issued to *bona fide* residents of Canada who are stateless or who, for a valid reason, do not apply for passports or other travel documents from their country of origin. The fees received by the Passport Office during 1957 amounted to a record total of \$542,311.47.

A list of consular offices and of diplomatic offices, most of which include consular staff, maintained in Canada by other countries, will be found in Appendix C.



## IX

### ECONOMIC AFFAIRS

World production and trade continued to expand, but at a slower pace, during 1957. The year witnessed a falling off of industrial production in the United States, a softening of international commodity prices, and a slackening of the rate of expansion in the United Kingdom and Western European countries. As a result of these various influences, international trade in agricultural, mineral and other primary products displayed weaknesses which gave rise to concern in primary producing countries about domestic employment and international payments. Trade in manufactured goods continued to expand, however, and the United Kingdom and some other highly industrialized countries of Western Europe intensified measures to deal with inflationary pressures arising from high levels of investment and consumer demand.

#### 1. Tariffs and Trade Negotiations

The twelfth session of the Contracting Parties to the General Agreement on Tariffs and Trade (GATT) which was held in Geneva October 17—December 1, 1957, provided an opportunity for third countries to examine and discuss the European Common Market arrangements. (The important developments during the year relating to the European Common Market and the proposed European Free Trade Area are described in Chapter IV of this Report.) Canada's Minister of Trade and Commerce, Mr. Gordon M. Churchill, at a ministerial meeting during the session, expressed Canada's sympathetic attitude toward the aims and objectives of the European Common Market, but pointed to Canadian concern about the level of the future common tariff, and the provisions relating to quantitative restrictions and agricultural arrangements. Arrangements were made to continue the consideration of the Common Market Treaty at a meeting of the Intersessional Committee of GATT in the spring of 1958 at which all contracting parties were to be represented.

The twelfth session of GATT, which was held under the Chairmanship of Mr. Shri L. K. Jha of India, dealt with a number of other matters relating to tariffs and trade under the General Agreement. There was considerable discussion of West Germany's policies on import restrictions in the light of that country's buoyant balance of payments and monetary reserve position. Arrangements were made for negotiations under GATT of Brazil's new customs tariff to begin early in 1958; for tariff negotiations beginning in the spring of 1958 with Switzerland, which acceded to GATT as a provisional member; and for tariff negotiations next summer with Cuba. There was considerable debate on current problems of trade in

agricultural and other primary commodities. Ghana and Malaya acceded to the General Agreement during the session, bringing GATT membership to thirty-seven. During the session tariff negotiations were carried out by a number of contracting parties, including Canada.

## 2. Commercial Relations with the Commonwealth

In May the United Kingdom-Canada Continuing Committee on Trade and Economic Affairs met in Ottawa to review matters of common concern to the two countries in the economic field. Subsequently, at the meeting of Commonwealth Prime Ministers held in London in July, the Prime Minister of Canada invited Commonwealth Finance Ministers to meet at Mont Tremblant after the annual meeting of the International Monetary Fund and the International Bank of Reconstruction and Development in Washington. Increased trade and closer economic relations generally among Commonwealth countries were endorsed by the Finance Ministers at Mont Tremblant in September, and approval was given to the Canadian Government's proposal to hold a Commonwealth Trade and Economic Conference in 1958. Following the Mont Tremblant Conference, Canadian and United Kingdom Ministers held bilateral talks in Ottawa at which various proposals for expanding trade between the two countries were discussed. With the same object in mind, a Canadian trade mission, under the leadership of the Minister of Trade and Commerce, toured the United Kingdom for a month toward the end of the year.

## 3. Commercial Relations with the United States

Canada's trading relations with the United States continue to be on a much greater scale than those with any other country, with the United States supplying over 70 per cent of Canada's imports and taking about 60 per cent of Canada's exports. The problems inherent in this situation were raised by the Prime Minister at Dartmouth College in New Hampshire on September 7. The Prime Minister told his audience that there were some economic matters which "are causing unrest within my country" and went on to refer to the preponderance of American goods in the total of Canadian imports, the concern felt in Canada for Canadian wheat markets in the face of an invigorated United States agricultural surplus disposal programme, and the importance for Canadian subsidiaries of United States companies to show themselves responsive to Canadian interests. These and other issues of a bilateral nature were also discussed by the Canadian Ministers of Finance, Agriculture, and Trade and Commerce, and the Secretary of State for External Affairs with their United States counterparts at the third meeting of the Joint Canada-United States Committee on Trade and Economic Affairs which took place at Washington on October 7 and 8. The meeting resulted in agreement that the two countries had "a deep and continuing interest in each other's economic stability and strength" and that "in formulating its trade policies each country should show careful regard for the interests of the other". The United States members of the Committee also affirmed "their intentions in all surplus disposal activities to avoid in so far as possible, interfering with normal commercial marketings". Both sides agreed that continuing consultation was a valuable means of keeping "to a minimum any harmful effects of surplus disposal activities".

#### 4. Other Economic Matters

##### *Double Taxation Agreements*

An agreement between Canada and Germany for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income came into effect with the exchange of ratifications at Bonn in July. In September amendments to the Canada-United States double taxation agreement came into force as ratifications were exchanged in Washington. Instruments of ratification were also exchanged in October for a like agreement between Canada and the Union of South Africa and also for one applying to succession duties. By arrangement with the Government of the United Kingdom, the double taxation agreement with the United Kingdom was extended to the Federation of Rhodesia and Nyasaland at the Federation's request. Finally a similar ceremony at The Hague in December brought into force a double taxation agreement between Canada and the Netherlands.

At Mont Tremblant in October a double taxation agreement with Australia was signed. During the autumn, also, negotiations for a similar agreement with Belgium were concluded and signature was expected to take place early in 1958.

##### *Civil Aviation*

The year 1957 was marked by the inauguration in May of a new service by Canadian Pacific Air Lines from Montreal to Lisbon. This involved an amendment to the air agreement with Portugal, and opened a southern gateway to Europe. The prolongation of this route to Madrid in September, with the permission of the Spanish Government, provided one more air link between that country and South America via Montreal. In other respects plans were made by both of Canada's international air carriers, TCA and CPAL, to expand their services eastwards. An air agreement was negotiated with Switzerland and will go into effect early in 1958. Discussions about air agreements were also held with several other countries and it is hoped that they may lead to further extensions of the Canadian routes in 1958.

#### 5. Peaceful Uses of Atomic Energy

In this field an important event was the conclusion of an agreement with the Federal Republic of Germany for co-operation in the peaceful uses of atomic energy. The signature of the agreement was announced by the Secretary of State for External Affairs in the House of Commons on December 11, and the exchange of notes bringing it into force took place on December 18. In his statement, Mr. Smith indicated the significance of this first agreement of this type in expressing the hope that similar agreements would be concluded with other friendly countries in the near future, and referred particularly to negotiations which had taken place with Switzerland. Such agreements would provide for co-operation on a reciprocal basis in a variety of forms, and in particular for the export of uranium from Canada under safeguards to ensure that it would be used for peaceful purposes only.



In the broader international context a development of major significance was the inauguration of the International Atomic Energy Agency, which came into existence formally on July 29, 1957, when the deposit of instruments of ratification by a number of countries including Canada brought the Statute of the Agency into force. The Statute had been approved and signed at a conference in New York in October 1956 and a resolution expressing approval of it was adopted by the spring session of Parliament in March 1957.

Canada was designated for membership on the twenty-three member Board of Governors of the Agency as one of the five powers most advanced in atomic energy matters, and played an active role at the first General Conference of the Agency held in Vienna October 1-23, 1957. The Canadian representative, Mr. M. H. Wershof, was elected to the fifteen-member General Committee of the Conference and was also elected by the Board of Governors as one of its two vice-chairmen. The General Conference was devoted to the initial organization of the Agency's activities, approving the appointment by the Board of Governors of Mr. Sterling Cole of the United States as the first Director-General and establishing a programme, budget, and staff establishment for the first year's activities. During the conference Canada offered to make available substantial quantities of natural uranium to the Agency or its members, subject to the safeguards provided for in the Statute to ensure that it would be used for peaceful purposes only.

During 1957 the Department continued to assist in arranging for visits to the Canadian atomic energy establishment at Chalk River by scientists and other visitors from abroad, and for exchanges of information with atomic energy establishments in other countries. In general the diplomatic activity arising from Canada's relatively advanced position in atomic energy development and from her possession of abundant uranium deposits continued to increase.

## 6. Aid to Under-developed Countries

### *Colombo Plan*

During the past year Canada made available \$34,400,000 for capital aid and technical assistance under the Colombo Plan to countries in South and South-East Asia, bringing the total amount contributed by Canada since the beginning of the Plan in 1950 to \$197.2 million.

Up to the present time Canada has participated, or is participating, in 79 capital aid projects in eight countries. As in previous years, the greater part of Canada's contribution to the Colombo Plan during 1957 was allocated to India, Pakistan and Ceylon, although other countries also received capital assistance. These funds were, in some cases, made available to projects already under way, and, in others, to new undertakings which have been selected by agreement between Canada and each of the countries concerned.

In India a further \$2 million was allocated to the Canada-India Reactor at the Indian atomic energy centre near Bombay; this brings Canada's contribution to this project up to \$7 million. This reactor, which was started in 1956, is designed not only to produce radioactive isotopes for a variety of research purposes, but also as a training and research centre for students from the entire region in the atomic energy field.

A further \$5 million was also made available to the Kundah hydroelectric project near Madras; in the past few years Canada has contributed \$20 million toward the cost of electrical generating equipment and engineering services. The additional funds made available in 1957 will help to build a transmission line to link the power station with the Madras electricity grid. Three million dollars was made available for the purchase of treated wooden railway ties, \$10.8 million for industrial metals and \$7 million worth of wheat. Three cobalt beam-therapy units and a variety of audio-visual educational material will also be sent to India as part of the 1957 programme.

Nearly all the funds available to Pakistan were committed to the large Warsak irrigation and electric-power generation project in the northwest frontier area. Of the balance, \$1 million was allocated to the construction of a transmission line in connection with the Ganges-Kobadek powerhouse, which is part of a multi-purpose scheme for the development and irrigation of the Brahmaputra-Ganges delta in East Pakistan; and \$1.6 million for the doubling of the circuit on the Dacca-Chittagong transmission line. In addition, \$2 million worth of wheat was provided to Pakistan.

The \$2 million made available in 1957 for Canada's Colombo Plan programme in Ceylon has been allocated to the provision of additional transmission lines in the Gal Oya Valley, to the pest-control programme, to the Colombo airport telecommunications project, to a further stage in the aerial survey, and to the provision of \$1 million worth of flour and to a number of small projects of an educational and technical character.

During the year the field work on an aero-magnetic and radio-activity survey, which was approved in 1956 as part of the Colombo Plan programme in Malaya, was completed. A detailed report is being prepared in Canada for the Malayan Government.

The technical assistance programme of the Colombo Plan, under which Canadian experts are sent to various member countries and technicians and students from South and South-East Asia are brought to Canada to study, has been successfully continued in 1957. At the end of September 1957, 237 trainees were in Canada, bringing the total from 13 countries, since the beginning of the Plan in 1950, to 807. In the course of the entire programme, students from Burma, Cambodia, Ceylon, India, Indonesia, Laos, Malaya, Pakistan, the Philippines, Sarawak, Singapore, Thailand and Vietnam have trained in Canada in such various fields as aerial surveying, agriculture, business administration, banking, manufacturing, industrial management, education, engineering, fishing, forestry, health services and social welfare, immigration and settlement, library science, mining, police administration, medicine, public administration, film and radio work, journalism, transportation, and other specialized subjects.

Thirty-three Canadian experts were in South and South-East Asia at the end of September 1957, bringing the seven-year total in eleven countries to 107. These have included engineers, teachers, librarians, instructors in nursing, fisheries, and technical education, and advisers in industry, sciences, economics, the management of co-operatives, lumbering, agriculture and various other technical fields.



In October the Colombo Plan Consultative Committee, consisting of ministers from all member countries, met in Saigon, Vietnam, to undertake the annual review of the progress in economic development which had been made since 1956, and to share experiences all countries had had in carrying out their respective programmes during the past year.

During the conference it was announced that Parliament would be asked to vote \$35 million to the Colombo Plan for the fiscal year 1958-1959. In consultation with governments in the Colombo Plan area the Canadian Government is continuing to explore new projects which might be undertaken in South and South-East Asia.

#### *United Nations Technical Assistance*

In addition to the aid provided under the Colombo Plan, Canada also supports and contributes to the United Nations Expanded Technical Assistance Programme. Through the various Specialized Agencies of the United Nations, such as the World Health Organization and the Food and Agricultural Organization, this programme makes provision for experts and advisers to be sent to less well-developed countries, and for technicians, scientists and students to be brought from those countries to be trained in the economically better-developed countries. The programme is financed by voluntary extra-budgetary contributions by governments. Canada is one of 82 countries which contribute, and in 1957 it provided \$2 million of the total of nearly \$31 million. At the pledging conference, which took place during the twelfth General Assembly, it was announced that Canada would contribute \$2 million to the programme in 1958.

#### *Proposed United Nations Special Projects Fund*

At the twelfth United Nations General Assembly, it was decided to establish a Special Projects Fund to which governments would make voluntary contributions. The fund would be used to finance resources surveys, technical training institutes and other projects in the less well-developed countries which are necessary to make large-scale economic development possible. A preparatory committee, on which Canada will be represented, is scheduled to meet early in 1958. The committee will examine the types of projects which might be eligible for assistance from the Fund, the relationship of the Fund to the existing United Nations agencies and programmes, the changes in United Nations arrangements and legislation required, the administrative arrangements to govern the fund; and will ask governments their plans to contribute to the Fund. The committee will report on these questions to the Economic and Social Council which will in turn make recommendations to the thirteenth General Assembly in late 1958. It is proposed that the fund begin operation on January 1, 1959.

At the discussion during the Twelfth General Assembly, the Canadian Delegation indicated that Canada would be prepared to give sympathetic consideration to making a contribution in 1959, if the proposal received broad support and if suitable administrative and organizational arrangements were agreed.



## 7. Emergency Relief

In 1953 the Canadian National European Flood Relief Fund was established to assist various countries in Europe which had suffered extensive destruction from severe floods. More than \$3 million was contributed to the Fund including a donation of \$1 million by the Canadian Government. Early in 1956, Parliament agreed that the unexpended balance of the fund, which was not immediately needed for relief and rehabilitation purposes in Europe, be turned over to the Canadian Red Cross to be spent by it for international relief purposes in consultation with the Department of External Affairs. Since that time, the Canadian Red Cross has provided assistance from the fund to a number of countries including Lebanon, Afghanistan, Iran, India, Egypt, Turkey, United States of America, Burma, Indonesia, Spain, Pakistan, Tunisia and Ceylon.

## X

### INFORMATION AND CULTURAL AFFAIRS

The information work of the Department of External Affairs has the aim of making Canada better known and understood in other countries, and explaining, where this is appropriate, Canadian policies and attitudes. This work is carried out in close consultation with the other departments and agencies of government concerned.

The greater part of the work consists in answering questions and providing information material about Canada. A part of the effort is devoted to special projects undertaken separately or with other departments and agencies of government. Liaison is maintained with organizations such as NATO, the Colombo Plan, the United Nations and UNESCO, and the Department answers questions and provides material in Canada about the Government's external policies and Canada's role in international affairs.

#### 1. Information on International Affairs and International Organizations

The demand both at home and abroad for information and publications about Canada's role in international affairs, about Canadian participation in international organizations, and about the Department and its work has steadily increased. Interest has been stimulated by Canadian participation in the North Atlantic Treaty Organization, the Colombo Plan, the United Nations and other international organizations.

The Department continued its activities in the information and cultural fields in compliance with the recommendations of the NATO Committee of Three that primary responsibility for these activities should remain with member governments. Close relations were maintained with the Canadian Atlantic Co-ordination Committee, a non-governmental organization affiliated with the Atlantic Treaty Association, which is an international private institution concerned with conducting research, promoting North Atlantic solidarity, and informing the public about NATO.

Publications produced by NATO and by the Department were given wide distribution within Canada. The Department contributed material for study kits on NATO distributed by the Canadian Association for Adult Education, offered assistance in the establishment of a NATO Documentation Centre at the University of Ottawa, and maintained liaison with the National Film Board on the production and distribution of NATO films.

The Department co-ordinated arrangements for a tour of Eastern and Northeastern Canada by journalists from European NATO countries, as well as for participation by Canadian journalists in NATO tours in Europe. The co-operation of the National Conference of Canadian Universities was obtained in arranging a visiting professorship programme with other NATO countries. This programme envisages an exchange of professors

between universities in NATO countries for one term or semester, during which they will give courses or lectures or undertake seminars in fields of study of interest to the North Atlantic Community. The Department also assisted the Royal Society of Canada and the North Atlantic Council in broadening and implementing the NATO Fellowship and Scholarship Programme. As in former years, this programme, which derives from Article 2 of the Treaty, is intended to promote study and research (preferably leading to publication) on various aspects of the common interests, traditions and outlook of NATO countries. Studies are intended to throw light on the history, present status and future development of the idea of the Atlantic Community, and of the problems which confront it.

In co-operation with the Department of Trade and Commerce, the Department made arrangements for publicity in South and South-East Asia about Canadian Colombo Plan projects and Canadian technicians sent to that area under the Plan, as well as about trainees from Colombo Plan countries undergoing technical training in Canada. The Department also dealt with an increasing number of requests from Canadians for information and publications about the Colombo Plan. A regular supply of information material was sent to the Colombo Plan Information Unit in Colombo, Ceylon, and much of this material was used in publications issued by the Unit. Information about the United Nations and Canadian participation in the United Nations and its principal organs was provided by the Department in co-operation with the United Nations Association. Considerable interest was shown by the Canadian public in the United Nations Emergency Force.

## 2. Cultural Affairs and UNESCO

Interest and activity in cultural affairs continued to increase both in Canada and abroad. Governmental and non-governmental agencies co-operated with the Department and missions abroad in arranging for Canadian participation in a wide range of cultural activities in different parts of the world. Assistance was given to the National Gallery in organizing an exchange of art exhibitions with Australia. At the 1957 Biennial of Art held in Sao Paulo, Brazil, a number of agencies combined to provide a Canadian exhibition which included paintings, Eskimo carvings, architectural panels and a display of theatre arts. A collection of Eskimo carvings which began a tour of Europe at the end of 1955 was shown during 1957 in Austria, Denmark, West Germany, Norway, Sweden and the United Kingdom. At the close of the Sao Paulo Biennial, the Eskimo sculpture collection shown there will tour South America. There were Canadian entries in international exhibitions of children's art in Australia, India and Japan. In 1957, Canada was represented for the first time at the Florence Handicrafts Festival.

Presentations of Canadian books were made to libraries in Rhodesia, Belgium, Pakistan, Indonesia, Ghana and Iceland, and the list of foreign libraries designated to receive Canadian Government publications was extended.

The Canadian Government Overseas Awards programme was again administered by the Department and awards were made in June to 28 Canadians selected by the Royal Society of Canada for study in France, Italy, The Netherlands and the United Kingdom.



Background information was provided to an increasing number of foreign students who expressed interest in coming to Canada to study, and liaison was maintained with the voluntary organizations concerned with such matters.

As in past years, the Department was responsible for co-ordinating Canadian participation in the programme of the United Nations Educational, Scientific and Cultural Organization (UNESCO). In August the Canada Council announced the establishment of a Canadian National Commission for UNESCO, and it was expected that the Commission would be operating early in 1958. In the meantime, the Department continued to perform liaison functions between UNESCO and the various bodies in Canada interested in its programmes. With the co-operation of federal and provincial agencies and voluntary organizations, arrangements were made for Canadian participation in various meetings sponsored by the Organization. Material was provided for UNESCO surveys and publications, Canadian experts took part in UNESCO technical assistance projects, and a number of UNESCO fellowship holders received training in this country. In November, Canada was represented at the San Francisco Conference of the United States National Commission for UNESCO.

### 3. Publications

The Department provided general information on Canada to 73 posts abroad for selective distribution. This was in addition to material on Canada's external relations sent to enquirers in Canada. From January 1 to November 1, 1957, the Department produced and distributed 16 *Reference Papers*, 6 *Reprints* of articles appearing in Canadian publications, 41 *Statements and Speeches* on Canada's foreign and domestic policies, and 14 *Supplementary Papers*, many of these in several languages. The Department also published and distributed the *Canadian Weekly Bulletin*, the *External Affairs Monthly Bulletin*, and other printed publications listed in Appendix G.

The Department continued to maintain and enlarge the libraries in posts abroad, and to arrange for the mailing of periodicals and Canadian newspapers.

### 4. Enquiries

During the twelve-month period ending November 30, the Department's Information Division in Ottawa answered 21,000 requests for material on Canada from teachers and students in other countries. This compares with 17,000 such enquiries in 1956, and 14,000 in 1955. In addition, there were on the average 520 enquiries a month from individuals, embassies, and foreign governments. Missions abroad also reported a marked increase in requests for information about Canada.

### 5. Programmes

In addition to the increasing volume during 1957 of work in reply to requests, the Department encouraged publicity on Canada in the foreign press, participated with the Department of Trade and Commerce in fairs and exhibitions, and assisted visiting journalists from Australia, India,

Pakistan, the United Kingdom, the United States, Germany, Switzerland, Sweden and Poland. Canadian representatives abroad gave speeches to organizations in many countries in which Canada has missions (over 90 speeches to Kiwanis clubs in the United States alone during April, 1957) and arranged for periodic broadcasts of Canadian radio programmes in other countries in co-operation with the International Service of the Canadian Broadcasting Corporation.

On July 1, 1957, in recognition of Canada's 90th anniversary, newspapers and periodicals in 34 different countries carried articles and features on Canadian development. Radio and television material on Canada was used by more than 480 stations around the world, besides network broadcasts in twelve countries.

## 6. Relations with the CBC International Service

The Department maintained close liaison with the International Service of the CBC. It provided guidance and background information to assist in the interpretation of international developments, and there was a frequent exchange of visits between officers of the International Service and of the Department.

## 7. Films and Photographs

Canadian documentary films play an important part in the information programme at many Canadian missions abroad. The Department and the National Film Board co-operate in the distribution of these films, which have already proven effective in making Canada better known abroad.

In 1957 film libraries of from 75 to 1,100 films were maintained at 69 Canadian posts abroad. From these libraries film programmes arranged by Canadian representatives during the first six months of 1957 numbered 50,058 with a total attendance of 6,177,017—an increase of 346,000 over the total for the same period in 1956.

A number of missions arranged special showings of selected films. With the co-operation of the National Film Board, many missions arranged the entry of Canadian films in international festivals.

Missions continued to assist the National Film Board in obtaining television outlets abroad for Canadian documentary films. Special film programmes were arranged by a number of posts to mark the observance of July 1.

Photo features and photographs on Canadian subjects were supplied and received wide distribution in foreign newspapers and periodicals.

## 8. Relations with the Press

The Department's liaison with the press and other information media in Canada is handled by the Press Office. Most of the time of the press officers is devoted to dealing with enquiries from correspondents and agency representatives resident in Ottawa. Material distributed by the Press Office includes a numbered series of departmental press releases,

advance texts of important ministerial statements, statements made by Canadian representatives at international conferences abroad, and background information to assist journalists covering international affairs. The Press Office also assists Canadian journalists with their arrangements to visit other countries.

In recent years the Press Officer of the Department of External Affairs has been *ex-officio* chairman of a press arrangements sub-committee of the Government Hospitality Committee. During 1957 major events for which comprehensive press arrangements were required included the visits of the Prime Ministers of France and Australia, the Commonwealth Finance Ministers' Conference at Mont Tremblant, Quebec, and the stay in Ottawa of Her Majesty Queen Elizabeth and His Royal Highness the Prince Philip.



## XI

### ORGANIZATION AND ADMINISTRATION OF THE DEPARTMENT

Under the authority of the Secretary of State for External Affairs, the Department is administered by the Under-Secretary of State for External Affairs (Deputy Minister), who is assisted by the Deputy Under-Secretary and by four Assistant Under-Secretaries, each of whom is responsible for the activities of specific divisions of the Department. The Department in Ottawa, which is organized into nineteen divisions and four smaller units, is responsible for advising the Government on political and economic affairs throughout the world and in international organizations, and for the administration of its posts abroad.<sup>1</sup>

Canada now maintains 61 diplomatic and consular posts abroad and a military mission in Berlin which also performs consular duties.<sup>2</sup> Of the 61 posts 33 are embassies, eight high commissioners' offices, four legations, three permanent missions to international organizations and thirteen consular offices, including two honorary consulates. In addition Canada is represented, together with India and Poland, on the International Supervisory Commissions for Cambodia, Laos, and Vietnam. Delegations consisting of both External Affairs and National Defence personnel are maintained at Phnom Penh in Cambodia, Vientiane in Laos and Hanoi and Saigon in Vietnam.

Forty-nine countries now have diplomatic missions in Canada.<sup>3</sup> Of these, 34 are embassies, seven are high commissioners' offices, and eight are legations. In addition, 12 countries have consuls-general or consuls in Canada but no resident diplomatic missions. During 1957, Ceylon established a high commissioner's office and Tunisia an embassy in Ottawa. Costa Rica officially closed its embassy, and Switzerland raised the status of its legation to that of an embassy.

In 1957 21 Foreign Service Officers Grade 1 joined the Department. They were recruited from among 249 candidates in a competition held in December 1956. The Civil Service Commission held a further competition for Foreign Service Officers Grade 1 on November 23, 1957, in which 310 candidates participated. Appointments numbering 291 were made to the administrative staff in 1957, while 207 resignations were submitted by departmental employees. The net increase for the year is 83.

---

<sup>1</sup> See Appendix A: "Organization of the Department at Ottawa".

<sup>2</sup> See Appendix B: "Canadian Diplomatic and Consular Representation Abroad".

<sup>3</sup> See Appendix C: "Diplomatic and Consular Representation of other Countries in Canada."

Following is a comparison of the departmental personnel strength on December 31, 1956 and December 31, 1957:

<i>Officers</i>	1956	1957
Ottawa .....	150	174
Abroad .....	214	209
<i>Administrative Personnel</i>		
Ottawa .....	536	554
Abroad .....	335	381
Local Staff .....	466	477
Total .....	<u>1,701</u>	<u>1,795</u>

During the year under review four heads of post retired from the foreign service. These were Mr. W. F. A. Turgeon, Canadian Ambassador to Portugal; Mr. T. C. Davis, Canadian Ambassador to Japan; Mr. G. L. Magann, Canadian Ambassador to Switzerland, and Mr. C. N. Senior, Canadian Consul-General in Seattle. Mr. E. H. Norman, Canadian Ambassador to Egypt, died in Cairo in April 1957.

In co-operation with the Department of Trade and Commerce, the Inspection Service arranged and carried out further inspection tours of posts abroad as a continuation of the programme initiated in 1956. During the year teams visited twenty-five posts administered by the two Departments in the United States, the Caribbean area, and Northwest and Central Europe.

In 1957, purchases were made of an official residence in Dublin and a chancery in Cairo. The construction of the new chancery building in Paris was completed in December and the first transfers of personnel took place before the end of the year. New official residences were leased in Accra, Athens, Belgrade, Bogota, Boston, Los Angeles, and Manila. New chancery accommodation was leased in Accra, Mexico and Pretoria. New staff accommodation was leased in Ankara, Lima, Moscow (three units), Prague (two units) and Warsaw (three units). Leases on several properties already held were either renegotiated or renewed.

Furnishings schemes, in whole or in part, were undertaken at the following: (a) Chanceries: Accra, Boston, Chicago, Dublin, London, Los Angeles, New York, Paris, Prague and Rome; (b) Official Residences: Colombo, Chicago, Dublin, Lisbon, London, New Delhi, Oslo, Pretoria, San Francisco, Seattle, Vienna; (c) Staff Residences: Geneva; Karachi (two units); Moscow (five units); New Delhi (two units); Prague, Tokyo (two units); Warsaw (three units).

## APPENDIX A

### ORGANIZATION OF THE DEPARTMENT AT OTTAWA

Secretary of State for External Affairs

Under-Secretary of State for External Affairs

Deputy Under-Secretary of State for External Affairs

Four Assistant Under-Secretaries of State for External Affairs  
(one of whom is Legal Adviser)

#### Nineteen Divisions:

American

Commonwealth

Communications

Consular

Defence Liaison (1)

Defence Liaison (2)

Economic

Establishments and Organization

European

Far Eastern

Finance

Historical

Information

Legal

Middle Eastern

Personnel

Protocol

Supplies and Properties

United Nations

#### Independent Units

Financial Adviser

Inspection Service

Political Co-ordination Section

Press Office



## APPENDIX B

### CANADIAN DIPLOMATIC AND CONSULAR REPRESENTATION ABROAD<sup>1</sup>

#### 1. Diplomatic Missions<sup>2</sup>

<i>Country</i>	<i>City</i>	<i>Nature of Post</i>
Argentina	Buenos Aires	Embassy
Australia	Canberra	High Commissioner's Office
Austria	Vienna	Embassy
Belgium	Brussels	Embassy
Brazil	Rio de Janeiro	Embassy
Ceylon	Colombo	High Commissioner's Office
Chile	Santiago	Embassy
Colombia	Bogota	Embassy
Cuba	Havana	Embassy
Czechoslovakia	Prague	Legation
Denmark	Copenhagen	Embassy
Dominican Republic	Ciudad Trujillo	Embassy
Egypt	Cairo	Embassy
Finland	Helsinki	Legation
France	Paris	Embassy
Germany	Bonn	Embassy <sup>3</sup>
Ghana	Accra	High Commissioner's Office
Greece	Athens	Embassy
Haiti	Port-au-Prince	Embassy
India	New Delhi	High Commissioner's Office
Indonesia	Djakarta	Embassy
Ireland	Dublin	Embassy
Israel	Tel Aviv	Embassy
Italy	Rome	Embassy
Japan	Tokyo	Embassy
Lebanon	Beirut	Legation
Mexico	Mexico	Embassy
Netherlands	The Hague	Embassy
New Zealand	Wellington	High Commissioner's Office
Norway	Oslo	Embassy
Pakistan	Karachi	High Commissioner's Office
Peru	Lima	Embassy
Poland	Warsaw	Legation
Portugal	Lisbon	Embassy

<sup>1</sup> For further information see the quarterly publication of the Department entitled "Canadian Representatives Abroad and Representatives of Other Countries in Canada."

<sup>2</sup> The Canadian Ambassador to Norway is also accredited as Minister to Iceland, where there is an Honorary Consulate General; the Ambassador to Belgium is also accredited as Minister to Luxembourg, but no office is maintained there. The Ambassador to Sweden is also accredited as Minister to Finland, the Ambassador to Greece as Ambassador to Israel and the Ambassador to Egypt as Minister to Lebanon. The Ambassador to Cuba is also accredited as Ambassador to the Dominican Republic and to Haiti.

<sup>3</sup> There is also a mission in Berlin.

<i>Country</i>	<i>City</i>	<i>Nature of Post</i>
Spain	Madrid	Embassy
Sweden	Stockholm	Embassy
Switzerland	Berne	Embassy
Turkey	Ankara	Embassy
Union of South Africa	Pretoria	High Commissioner's Office
Union of Soviet Socialist Republics	Moscow	Embassy
United Kingdom	London	High Commissioner's Office
United States of America	Washington	Embassy
Uruguay	Montevideo	Embassy
Venezuela	Caracas	Embassy
Yugoslavia	Belgrade	Embassy

## 2. Permanent Missions to International Organizations

<i>Organization</i>	<i>City</i>
North Atlantic Council	Paris
Organization for European Co-operation	
United Nations	New York
United Nations (European Headquarters)	Geneva

## 3. Consulates

<i>Country</i>	<i>City</i>	<i>Nature of Post</i>
Brazil	Sao Paulo	Consulate
Germany	Hamburg	Consulate
Iceland	Reykjavik	Consulate General*
Philippines	Manila	Consulate General
United States of America	Boston	Consulate General
	Chicago	Consulate General
	Detroit	Consulate
	Los Angeles	Consulate General
	New Orleans	Consulate General
	New York	Consulate General
	Portland, Maine	Vice-Consulate*
	San Francisco	Consulate General
	Seattle	Consulate General

---

\* Honorary.

## APPENDIX C

### DIPLOMATIC AND CONSULAR REPRESENTATION OF OTHER COUNTRIES IN CANADA<sup>1</sup>

#### 1. Diplomatic Missions<sup>2</sup>

<i>Country<sup>3</sup></i>	<i>Nature of Post</i>
*Argentina	Embassy
Australia	High Commissioner's Office
*Austria	Legation
*Belgium	Embassy
*Brazil	Embassy
*Ceylon	High Commissioner's Office
*Chile	Embassy
*China	Embassy
*Colombia	Embassy
*Cuba	Embassy
*Czechoslovakia	Legation
*Denmark	Embassy
*Dominican Republic	Embassy
Egypt	Embassy
*Finland	Legation
*France	Embassy
*Germany	Embassy
*Greece	Embassy
*Haiti	Embassy
*Iceland	Legation
India	High Commissioner's Office
Indonesia	Embassy
Iran	Legation
Ireland	Embassy
*Israel	Embassy
*Italy	Embassy
*Japan	Embassy
Lebanon	Legation
*Luxembourg	Legation
*Mexico	Embassy
*Netherlands	Embassy
New Zealand	High Commissioner's Office
*Norway	Embassy
Pakistan	High Commissioner's Office

<sup>1</sup> For further particulars see the quarterly publications of the Department entitled "Canadian Representatives Abroad and Representatives of Other Countries in Canada" and "Diplomatic Corps".

<sup>2</sup> The Ambassador of Tunisia, the High Commissioner for Ceylon, and the Ministers of Iceland and Luxembourg are also accredited to the United States of America, where they are ordinarily resident.

<sup>3</sup> Those countries marked with an asterisk have consulates in Canada. The Office of the High Commissioner for India has charge of the interests of Nepal; the Legation of Poland of those of Hungary; the Embassy of Switzerland of those of Liechtenstein; and the Legation of Lebanon of those of Iraq.



<i>Country</i>	<i>Nature of Post</i>
*Peru	Embassy
*Poland	Legation
*Portugal	Embassy
*Spain	Embassy
*Sweden	Embassy
*Switzerland	Embassy
Tunisia	Embassy
Turkey	Embassy
Union of South Africa	High Commissioner's Office
Union of Soviet Socialist Republics	Embassy
United Kingdom	High Commissioner's Office
*United States of America	Embassy
*Uruguay	Embassy
*Venezuela	Embassy
*Yugoslavia	Embassy

## 2. Countries Having Consulates but no Diplomatic Missions

Bolivia	Monaco
Costa Rica	Nicaragua
Ecuador	Panama
Guatemala	Philippines
Honduras	Salvador
Liberia	Thailand

## **APPENDIX D**

### **INTERNATIONAL ASSOCIATIONS AND ORGANIZATIONS OF WHICH CANADA IS A MEMBER<sup>1</sup>**

#### **COMMONWEALTH OF NATIONS**

#### **NORTH ATLANTIC TREATY ORGANIZATION**

#### **UNITED NATIONS**

##### **Economic and Social Council**

###### **Functional Commissions of the Economic and Social Council:**

- Commission on International Commodity Trade
- Commission on Narcotic Drugs
- Population Commission
- Statistical Commission

United Nations Children's Fund Executive Board

United Nations High Commissioner for Refugees Executive Committee

##### **United Nations Specialized Agencies**

- Food and Agriculture Organization
- International Atomic Energy Agency<sup>2</sup>
- International Bank for Reconstruction and Development
- International Civil Aviation Organization
- International Labour Organization
- International Monetary Fund
- International Telecommunications Union
- United Nations Educational, Scientific and Cultural Organization
- Universal Postal Union
- World Health Organization
- World Meteorological Organization

##### **Other United Nations Continuing Bodies**

- Advisory Committee for the United Nations Memorial Cemetery in Korea
- Advisory Committee of the United Nations Korean Reconstruction Agency
- Advisory Committee on the Peaceful Uses of Atomic Energy
- Advisory Committee on the United Nations Emergency Force
- Collective Measures Committee
- Committee on Contributions
- Disarmament Commission
- Sub-Committee on Disarmament

---

<sup>1</sup> Intergovernmental bodies only are included.

<sup>2</sup> The International Atomic Energy Agency is not technically a Specialized Agency, but it is an autonomous intergovernmental agency under the aegis of the United Nations.

**Other United Nations Continuing Bodies—(Continued)**

International Finance Corporation<sup>1</sup>  
Negotiating Committee for Extra-budgetary Funds  
Panel for Inquiry and Conciliation  
Preparatory Committee for the Intergovernmental Maritime Consultative Organization  
Scientific Committee on the Effects of Atomic Radiation

**Ad Hoc Bodies**

Ad Hoc Committee on a Special United Nations Fund for Economic Development  
Committee on the Financing of the United Nations Emergency Force  
United Nations Commission on French Togoland (March-September 1957)

**Commonwealth Organizations**

Commonwealth Advisory Aeronautical Research Council  
Commonwealth Advisory Committee on Defence Science  
Commonwealth Agricultural Bureau Executive Council  
Commonwealth Air Transport Council  
Commonwealth Economic Committee  
Commonwealth Forestry Conference  
Commonwealth Liaison Committee  
Commonwealth Scientific Conference  
Commonwealth Shipping Committee  
Commonwealth Telecommunications Board  
Imperial War Graves Commission  
South Pacific Air Transport Command

**United States—Canada Organizations**

International Boundary Commission  
International Joint Commission  
Joint Committee on Trade and Economic Affairs  
Permanent Joint Board on Defence

**Inter-American**

Commissions on Geography and Cartography of the Pan-American  
Institute of Geography and History  
Inter-American Radio Office  
Inter-American Statistical Institute  
Postal Union of the Americas and Spain

**Colombo Plan**

Consultative Committee on Co-operative Economic Development in  
South and South-East Asia  
Council for Technical Co-operation in South and South-East Asia

---

<sup>1</sup> The International Finance Corporation is an affiliate of the International Bank for Reconstruction and Development.



**Conservational**

Great Lakes Fishery Commission  
International North Pacific Fisheries Commission  
International Northwest Atlantic Fisheries Commission  
International Pacific Halibut Commission  
International Pacific Salmon Fisheries Commission  
International Whaling Commission  
North Pacific Fur Seals Commission

**Economic<sup>1</sup>**

Contracting Parties to the General Agreement on Tariffs and Trade  
Customs Co-operation Council  
European Productivity Agency (as associate member)  
Inter-Allied Reparations Agency  
Intergovernmental Committee for European Migration  
International Bureau for the Publication of Customs Tariffs  
International Convention for the Protection of Literary and Artistic Property  
International Cotton Advisory Committee  
International Rubber Study Group  
International Sugar Council  
International Tin Council  
International Tin Study Group<sup>2</sup>  
International Union for the Protection of Industrial Property  
International Wheat Council  
International Wool Study Group  
Organization for European Economic Co-operation (as associate member)  
United-Kingdom Canada Continuing Committee on Trade and Economic Affairs

**Scientific**

International Bureau of Weights and Measures  
International Hydrographic Bureau  
International Institute of Refrigeration

---

<sup>1</sup> See also under previous headings.

<sup>2</sup> Ceased regular activities in April 1957.

## APPENDIX E

### INTERNATIONAL CONFERENCES HELD IN 1957 AT WHICH CANADA WAS OFFICIALLY REPRESENTED

#### United Nations Conferences

- Disarmament Commission: New York, September 30; Sub-Committee, London, March 18.
- Economic and Social Council: 23rd Session, New York, April 16; 24th Session, Geneva, July 2; 24th Session (resumed), New York, December 10.
- Commission on International Commodity Trade: 5th Session, New York, May 6.
- Commission on Narcotic Drugs: 12th Session, New York, April 29.
- Population Commission: 9th Session, New York, February 25.
- United Nations Children's Fund: Executive Board, New York, January 30; New York, April 8; New York, September 3.
- Food and Agriculture Organization: 26th Session of Council, Madrid, June 2; 9th Session of Conference, Rome, November 2.
- International Atomic Energy Agency: 1st Session of General Conference, Vienna, October 1.
- International Bank for Reconstruction and Development, International Monetary Fund, and International Finance Corporation: Annual Meetings, Washington, September 23.
- International Civil Aviation Organization: 12th Assembly, Montreal, May 20; Legal Committee, Tokyo, September 10.
- International Labour Organization: Conference, 40th Session, Geneva, June 5; Governing Body, 134th Session, Geneva, February 25; 135th Session, Geneva, May 27; 136th Session, Geneva, June 28; 137th Session, Geneva, October 21.
- International Sugar Council: 12th Session London, March 6; 13th Session, London, July 2; 14th Session, London, November 28.
- International Telecommunications Union: 12th Session of Administrative Council, Geneva, April 29.
- International Tin Council: 8th Meeting, London, December 4.
- International Wheat Council: 22nd Session, London, June 25; 23rd Session, London, October 30.
- United Nations Advisory Committee on the Peaceful Uses of Atomic Energy, Geneva, May 7.
- United Nations Economic Commission for Europe: 12th Session, Geneva, April 29 (observer).
- United Nations General Assembly: 11th Session (2nd Part), New York, January 2; Resumed 11th Session, New York, September 10; 12th Session, New York, September 17.

United Nations Scientific Committee on the Effects of Atomic Radiation:  
3rd Session, Vienna, April 8.

World Health Organization: 19th Session of WHO Executive Board, Geneva,  
January 8; 10th Session of Assembly, Geneva, May 7.

World Meteorological Organization: 9th Session of Executive Committee,  
Geneva, September 22.

#### **Other Conferences**

British Commonwealth Forestry Conference, 7th Meeting, Wellington,  
October 2.

Commonwealth Finance Ministers' Meeting, Mont Tremblant, September 28.

Commonwealth Mining and Metallurgical Congress, 6th Conference: Van-  
couver, September 8; Ottawa, September 30; Halifax, October 8.

Commonwealth Prime Ministers' Meeting, London, June 26.

Consultative Committee on Co-operative Economic Development in South  
and South-East Asia: Preliminary Working Group, Saigon, October 1;  
Officials' Meeting, Saigon, October 7; Committee, Saigon, October 21.

Economic Conference of the Organization of American States, Buenos Aires,  
August 16 (observer).

General Agreement on Tariffs and Trade: Intersessional Committee,  
Geneva, April 24 and September 19; 12th Session of Contracting Parties,  
Geneva, October 17.

Intergovernmental Committee for European Migration: 6th Session, Geneva,  
April 8; 7th Session, Geneva, October 7.

International Commission for the Northwest Atlantic Fisheries, Lisbon,  
May 20.

International Cotton Advisory Committee, Istanbul, May 20.

International North Pacific Fisheries Commission, Vancouver, November 4.

International Rubber Study Group: 13th Meeting, Jogjakarta, June 24.

Joint United States-Canada Committee on Trade and Economic Affairs,  
Meeting, Washington, October 7.

North Atlantic Council: Meeting of Heads of State, Paris, December 13.

North Pacific Fur Seal Conference, Washington, February 9.

Organization for European Economic Co-operation: Ministerial Meetings,  
Paris, February 12 and October 16.

United Kingdom-Canada Continuing Committee on Trade and Economic  
Affairs, Ottawa, May 6.

Universal Postal Union, Conference, Ottawa, August 14.



## APPENDIX F

### INTERNATIONAL AGREEMENTS TO WHICH CANADA IS A PARTY: DEVELOPMENTS DURING 1957

#### 1. Bilateral Agreements

##### Australia

*Agreement* for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income. Signed at Mont Tremblant, October 1, 1957.

##### Denmark

*Exchange of Notes* providing for a continuation for a period of three years of Canada's NATO air training programme with respect to aircrew trainees. Signed at Copenhagen, April 17, 1957.

##### Federal Republic of Germany

*Convention* for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income. Signed at Ottawa, June 4, 1956. Instruments of ratification exchanged at Bonn, July 5, 1957. Entered into force August 5, 1957.

*Agreement* for co-operation in the peaceful uses of atomic energy. Signed at Ottawa, December 11, 1957.

*Exchange of Notes* bringing into force the agreement signed at Ottawa, December 11, 1957, for co-operation in the peaceful uses of atomic energy. Signed at Ottawa, December 18, 1957. Entered into force December 18, 1957.

##### Greece

*Exchange of Notes* concerning visas issued to holders of diplomatic or special passports. Signed at Athens, June 26 and July 1, 1957. Entered into force August 1, 1957.

##### India

*Exchange of Notes* amending the agreement of January 26, 1951, concerning entry to Canada for permanent residence of citizens of India. Signed at New Delhi, May 3, 1957.

##### Netherlands

*Exchange of Notes* providing for a continuation for a period of three years of Canada's NATO air training programme with respect to aircrew trainees. Signed at The Hague, April 12 and 13, 1957.

*Convention and Protocol* for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income. Signed at Ottawa, April 2, 1957. Instruments of ratification exchanged at The Hague, December 19, 1957. Entered into force December 19, 1957.

**Norway**

*Exchange of Notes* providing for a continuation for a period of three years of Canada's NATO air training programme with respect to aircrew trainees. Signed at Oslo, April 17, 1957.

**Pakistan**

*Exchange of Notes* concerning the joint financing and construction by Canada and Pakistan of the Goalpara steam generating plant under the Colombo Plan. Signed at Dacca, January 5, 1957.

**Peru**

*Exchange of Notes* amending the agreement of February 18, 1954, for air services between the two countries. Signed at Lima, April 25 and June 5, 1957.

**Poland**

*Exchange of Notes* concerning the sale of Canadian wheat to Poland during the 1956-57 and 1957-58 crop years. Signed at Ottawa, March 15, 1957.

**Portugal**

*Exchange of Notes* amending paragraphs 3 and 4 of the annex to the agreement for air services between the two countries signed at Lisbon, April 25, 1947. Signed at Lisbon, April 24 and 30, 1957.

**Union of South Africa**

*Exchange of Notes* amending the trade agreement of August 20, 1932, by releasing the bound margin of preference of 10 per cent ad valorem on iron and nickel electrodes imported for the manufacture of miners' safety lamps. Signed at Ottawa, June 20, 1957.

*Agreement* for the avoidance of double taxation and the prevention of fiscal evasion in respect of taxes on income. Signed at Ottawa, September 28, 1956. Instruments of ratification exchanged at Pretoria, October 11, 1957. Entered into force October 11, 1957.

*Agreement* for the avoidance of double taxation and the prevention of fiscal evasion with respect to death duties. Signed at Ottawa, September 28, 1956. Instruments of ratification exchanged at Pretoria, October 11, 1957.

**United Kingdom of Great Britain and Northern Ireland**

*Financial agreement* to amend the financial agreement between the Government of Canada and the Government of the United Kingdom signed at Ottawa, March 6, 1946. Signed at Ottawa, March 6, 1957.

*Exchange of Notes* to bring into force the financial agreement of March 6, 1957. Signed at Ottawa, April 29, 1957.

**United Nations**

*Exchange of Notes* concerning the service with the UNEF of the national contingent provided by Canada. Signed at New York, June 21 and July 29, 1957. Deemed to have taken effect as from November 13, 1956.

**United States of America**

*Exchange of Notes* concerning use of the Haines cut-off road by the United States Army for the winter maintenance of the Haines-Fairbanks pipeline. Signed at Ottawa, January 16 and 17, 1957.

*Exchange of Notes* concerning proposed navigation improvements to be undertaken in the Detroit River section of the Great Lakes connecting channels. Signed at Ottawa July 23, October 26, 1956, and February 26, 1957.

*Exchange of Notes* providing for the entry into force of the agreement amending the agreement for co-operation on the civil uses of atomic energy. Signed at Washington June 15, 1955. Signed at Washington, March 1, 1957.

*Exchange of Notes* concerning dredging operations in the St. Mary's River and the St. Clair River sections of the Great Lakes connecting channels. Signed at Ottawa, November 30, 1956, April 8 and 9, 1957.

*Exchange of Notes* providing for the renewal of the arrangement of 1942 for the exchange of agricultural labour and machinery. Signed at Ottawa, April 15 and 23, 1957.

*Protocol* to the convention for the protection, preservation, and extension of the sockeye salmon fisheries in the Fraser River system signed at Washington on the 26th day of May, 1930. Signed at Ottawa, December 28, 1956. Instruments of ratification exchanged at Ottawa July 3, 1957. Entered into force July 3, 1957.

*Convention* further modifying and supplementing the convention and accompanying protocol of March 2, 1942, for the avoidance of double taxation and the prevention of fiscal evasion in the case of income tax as modified by the supplementary convention of June 12, 1950. Signed at Ottawa, August 8, 1956. Instruments of ratification exchanged at Washington, September 26, 1957. Entered into force September 26, 1957.

#### Venezuela

*Exchange of Notes* renewing for one year from October 11, 1957, the commercial modus vivendi of October 11, 1950. Signed at Caracas, October 1 and 11, 1957.

## 2. Multilateral Treaties

*Protocol* amending the International Sugar Agreement opened for signature at London on October 1, 1953. Done at London December 1, 1956. Signed by Canada December 17, 1956. Entered into force January 1, 1957.

*Agreement* on the joint financing of certain air navigation services in Iceland, done at Geneva, September 25, 1956. Signed by Canada, November 28, 1956. Entered into force for Canada, January 18, 1957.

*Agreement* on the joint financing of certain air navigation services in Greenland and the Faroe Islands, done at Geneva, September 25, 1956. Signed by Canada November 28, 1956. Entered into force for Canada, January 18, 1957.

*Convention* on the nationality of married women, done at New York February 20, 1957. Signed by Canada, February 20, 1957.

*International Convention* concerning food and catering for crews on board ships, done at Seattle June 27, 1946. Canada's registration deposited March 19, 1951. Entered into force March 24, 1957.

*Protocol* to the International Convention for the Northwest Atlantic Fisheries signed at Washington February 8, 1949. Done at Washington June 25, 1956. Canada's instrument of ratification deposited March 27, 1957.

*North American regional broadcasting agreement.* Done at Washington November 15, 1950. Canada's instrument of ratification deposited April 9, 1957.



*Sixth Protocol* of rectifications and modifications to the texts of the schedules to the General Agreement on Tariffs and Trade, done at Geneva on April 11, 1957. Signed by Canada April 27, 1957.

*Convention* on the Political Rights of Married Women, done at New York March 31, 1953. Canada's instrument of accession deposited January 30, 1957. Entered into force for Canada, April 30, 1957.

*Protocol* amending the International Convention for the regulation of whaling signed at Washington on December 2, 1946. Done at Washington, November 19, 1956. Canada's instrument of ratification deposited June 14, 1957.

*Statute* of the International Atomic Energy Agency, done at New York, October 26, 1956. Signed by Canada October 26, 1956. Canada's instrument of ratification deposited July 29, 1957. Entered into force for Canada July 29, 1957.

*Convention* concerning customs facilities for touring, done at New York June 4, 1954. Canada's instrument of accession deposited June 1, 1955. Entered into force September 11, 1957.

*Protocol* amending the Preamble and Parts II and III of the General Agreement on Tariffs and Trade, done at Geneva March 10, 1955. Signed by Canada, June 23, 1955. Entered into force October 7, 1957.

*The Universal Postal Union Convention*, Ottawa, 1957, and the following related agreements were signed by Canada October 3, 1957.

*Agreement* concerning Insured Letters and Boxes;

*Agreement* concerning Postal Parcels;

*Agreement* concerning Postal Money Orders and Postal Travellers' Cheques;

*Agreement* concerning Transfers to and from Postal Cheque Accounts and the Supplement dealing with the Negotiation through Postal Cheque Accounts of Securities made payable at Postal Cheque Offices;

*Agreement* concerning Cash on Delivery Items;

*Agreement* concerning the Collection of Bills;

*Agreement* concerning Subscriptions to Newspapers and Periodicals;

*Agreement* concerning Savings Banks.

*Interim Convention* on conservation of North Pacific Fur Seals, done at Washington February 9, 1957. Signed by Canada, February 9, 1957. Canada's instrument of ratification deposited September 16, 1957. Entered into force October 14, 1957.

*Protocol* modifying the International Convention relating to Exhibitions of November 22, 1928, done at Paris May 10, 1948. Canada's instrument of accession, deposited November 4, 1957. Entered into force for Canada, November 4, 1957.

*Customs Convention* on the temporary importation of private road vehicles, done at New York June 4, 1954. Canada's instrument of accession deposited June 1, 1955. Entered into force December 15, 1957.

## APPENDIX G

### PUBLICATIONS OF THE DEPARTMENT

#### 1. Printed Publications

The following publications are issued in English and French and are obtainable from the Queen's Printer, Ottawa.

*Report of the Department of External Affairs.* Report to Parliament covering the work of the Department during each calendar year. Price: Canada and the United States, 25 cents; other countries, 30 cents.

*Canada Treaty Series.* Texts of treaties, conventions, and other agreements concluded between Canada and other countries. Price: Canada and the United States, 25 cents; other countries, 30 cents.

*Conference Series.* Reports on the proceedings of certain international conferences in which Canada has participated since 1945. The following are included in this series:

*Canada and the United Nations.* An annual report on Canadian participation in the work of the United Nations and its Specialized Agencies. Price: Canada and the United States, 50 cents; other countries, 60 cents.

*London and Paris Agreements.* Conference Series 1955, No. 1. A selection of documents resulting from meetings held in London and Paris concerning the accession of the Federal Republic of Germany to the North Atlantic Treaty Organization. Price: Canada and the United States, 50 cents; other countries, 60 cents.

*Canadian Representatives Abroad and Representatives of Other Countries in Canada.* Issued three times a year. A directory of Canadian diplomatic, consular, and trade offices abroad and of diplomatic, consular, and trade offices of other countries in Canada. Price: annual subscription, Canada and the United States, \$1.00; other countries \$1.40. Single copies, Canada and the United States, 35 cents; other countries 40 cents.

*Diplomatic Corps.* Published quarterly. Price: annual subscription, Canada and the United States, \$1.00; other countries, \$1.40. Single copies, Canada and the United States, 25 cents; other countries, 30 cents.

*External Affairs.* A monthly bulletin containing articles on subjects of current international interest and official statements of Canadian foreign policy. Price: annual subscription, Canada and the United States, \$1.00; students in Canada, 50 cents; other countries, \$1.50.

#### *White Papers.*

*The Crisis in the Middle East*—October-December 1956. Price: 50 cents.

*The Crisis in the Middle East*—January-March 1957. Price: 50 cents.

*Canada in Pictures.* A pictorial presentation of Canada for distribution abroad. Published in English, French, German, Spanish and Swedish. Price: 10 cents.

## 2. Mimeographed Publications

*Canadian Weekly Bulletin.* A summary of news and developments.

*Fact Sheets.* Concise factual information on Canada.

*Reference Papers.*<sup>1</sup> Background information on various aspects of Canadian affairs.

*Reprints.* Articles on Canada and Canadian affairs reprinted from a variety of sources, chiefly from Canadian periodicals.

*Statements and Speeches.*<sup>1</sup> Full texts of important official speeches on external or domestic affairs.

*Supplementary Papers.*<sup>1</sup> Full texts of statements and reports, mainly on specialized subjects, supplementing the statements and speeches series.

*Press Releases.*<sup>2</sup> English and French on appointments, distinguished visitors, presentation of letters of credence, conclusion of international agreements, and delegations to international conferences.

## 3. NATO and Colombo Plan Publications

The Department also distributes to Members of Parliament, public libraries, universities and newspapers information material produced by the NATO Information Services and by the Colombo Plan Information Unit.

---

<sup>1</sup> Items which deal with international affairs are distributed in Canada. They are free of charge and may be obtained from the Information Division, Department of External Affairs, Ottawa.

<sup>2</sup> Obtainable without charge from the Press Office, Department of External Affairs, Ottawa.















Gov. Doc. Canada. External Affairs Dept. of  
Can E

EA  
55



# REPORT

of the

Department of External Affairs

1958

LIBRARY













**REPORT**  
**of the**  
**DEPARTMENT OF**  
**EXTERNAL AFFAIRS**  
**1958**

**Submitted to Parliament under the Provisions of the  
Department of External Affairs Act**

**The Queen's Printer and Controller of Stationery  
Ottawa, 1959**



The Secretary of State for External Affairs.

As required by the Department of External Affairs Act, I have the honour to submit to you for presentation to Parliament the forty-ninth report of the Department, covering the calendar year 1958.

It gives me pleasure to express my appreciation of the manner in which the members of the staff, at home and abroad, have carried out their duties, and also of the spirit of co-operation shown by other Government Departments which are concerned with various aspects of Canada's relations with other countries.

N. A. ROBERTSON,  
*Under-Secretary of State  
for External Affairs.*

OTTAWA, March 4, 1959.



# CONTENTS

	PAGE
LETTER OF TRANSMITTAL .....	v
CHAPTER	
I. The United Nations .....	1
II. The North Atlantic Treaty Organization .....	8
III. The Commonwealth of Nations .....	12
IV. Europe .....	14
V. The Middle East .....	25
VI. The Americas .....	29
VII. East Asia .....	33
VIII. Legal and Consular Affairs .....	38
IX. Economic Affairs .....	41
X. Information and Cultural Affairs .....	50
XI. Organization and Administration of the Department .....	55
APPENDIX	
A. Organization of the Department at Ottawa .....	57
B. Canadian diplomatic and consular representation abroad .....	58
C. Diplomatic and consular representation of other countries in Canada .....	60
D. International associations and organizations of which Canada is a member .....	62
E. International conferences at which Canada was represented ....	65
F. International agreements to which Canada is a party: develop- ments during 1958 .....	67
G. Publications of the Department .....	71

# ANNUAL REPORT FOR 1958

## I

### THE UNITED NATIONS

#### 1. General

On October 1, 1957, Canada, together with Japan and Panama, was elected by the General Assembly to membership on the Security Council for a two-year term commencing January 1, 1958. Canada's representative is Mr. C. S. A. Ritchie, Canadian Permanent Representative to the United Nations. The more important questions considered by the Security Council during 1958 were a complaint by Lebanon on May 22 and a complaint by Jordan on July 17 concerning intervention in their internal affairs by the United Arab Republic, a Soviet complaint concerning United States military flights in the Arctic, and the Council's recommendation to the General Assembly on December 9 for the admission of Guinea as the 82nd member of the United Nations.

In the case of the Lebanese complaint, the Council adopted on June 11 by 10 votes in favour (including Canada) with one abstention (U.S.S.R.) a resolution by which it decided to dispatch an Observation Group to Lebanon (UNOGIL) to insure that there was no illegal infiltration of personnel or supply of arms across the Lebanese borders. In the beginning, a number of military observers from various countries, including Canada, were detached from the United Nations Truce Supervision Organization to afford temporary assistance to UNOGIL. Additional military personnel were also sent from Canada, and by the end of October there were 72 Canadian officers and 6 NCO's serving with UNOGIL in Lebanon. The Secretary-General decided during November to liquidate and evacuate UNOGIL by December 10, in accordance with a recommendation by the Group based on the absence for some time of any reports of infiltration or arms-smuggling into Lebanon and on the improvement in the security situation in Lebanon and in relations between Lebanon and the U.A.R. In response to the request of the Government of Lebanon, the Council decided on November 25 to delete from its agenda the Lebanese complaint.

On April 18 the Soviet Union lodged a complaint with the Security Council, charging that flights in the direction of the Soviet Union by United States military aircraft armed with nuclear weapons constituted a threat to international security and requesting the Council to call upon the United States to refrain from such flights. In the course of the debate the United States submitted a proposal for the establishment of a northern zone of inspection against surprise attack, to include the area within the Arctic Circle, Alaska and the Aleutian Islands, and Kamchatka and the Kurile Islands. Canada supported the United States proposal which on May 2 received 10 favourable votes in the Council but was vetoed by the Soviet Union.

In July, as a result of the Iraqi coup d'état on July 14 and of the United States and United Kingdom landings in Lebanon and Jordan, respectively, the Security Council again considered the situation in the Middle East, but its permanent members failed to reach agreement on measures to be taken concerning the Lebanese and Jordanian complaints. In consequence, following a unanimous decision of the Security Council, consideration of the questions at issue was transferred to an emergency special session of the General Assembly, which met in New York from August 8 to 21. The session was adjourned with the unanimous adoption of a resolution sponsored by all ten Arab members of the United Nations. This resolution pledged mutual non-interference by the Arab states in one another's affairs and requested the Secretary-General to make "practical arrangements" to help in upholding the purposes of the Charter in relation to Lebanon and Jordan and thereby to facilitate the early withdrawal of foreign troops.

The thirteenth session of the General Assembly met from September 16 to December 13. The Assembly decided to delay for another year the consideration of the question of Chinese representation, and approved the continuation and financing of the United Nations' Emergency Force in the Middle East. It expressed confidence that continued effort would be made by the parties to the Cyprus issue in order to reach a peaceful solution, in accordance with the Charter. It also decided to abrogate the Trusteeship Agreement for French Togoland when this territory becomes independent in 1960. On Algeria, however, a resolution presented by the Political Committee failed to receive in the Assembly the requisite two-thirds majority. The Assembly again took no decision regarding the credentials of the Hungarian representatives. It adopted a resolution denouncing the execution of Nagy and the Soviet policy of repression, and appointing Sir Leslie Munro of New Zealand to report on significant developments relating to the implementation of the Assembly's resolutions on Hungary.

The Canadian Delegation took a particular interest in discussion of the various disarmament issues and of the provisions made for the establishment of the United Nations Special Fund at the beginning of 1959. The Assembly adopted a resolution co-sponsored by 17 nations, including Canada, urging the powers holding talks in Geneva to reach agreement on the suspension of nuclear weapons tests under effective international control. It also dealt for the first time with the subject of outer space and adopted a resolution co-sponsored by Canada, establishing a committee to study how outer space may be best utilized for peaceful purposes. The Assembly also extended the membership of the Disarmament Commission to include all members of the United Nations. As for the Special Fund, the Canadian Delegation pledged, subject to parliamentary approval, that Canada would contribute \$2 million, in addition to the yearly contribution of the same amount to the Technical Assistance Programme.

During the session, Italy, Argentina and Tunisia were elected to the Security Council for a two-year period commencing January 1, 1959, and the Council's decision to admit Guinea as the 82nd member was confirmed.

Canada continued active membership in all the Specialized Agencies of the United Nations during 1958 and was represented at the various conferences of these agencies. United Nations technical and financial assistance to under-developed countries is discussed in Chapter IX.



Canada's participation in the work of UNESCO and in the International Conference on the Law of the Sea held in Geneva from February 24 to April 27, 1958, is dealt with in Chapters X and VIII, respectively.

## 2. Disarmament

The Disarmament Commission as enlarged by resolution 1150 (XII) of November 19, 1957, did not meet because of the refusal of the Soviet Union to participate. There were, nevertheless, extensive negotiations on disarmament during 1958.

In the correspondence between the Chairman of the Council of Ministers of the Soviet Union and the President of the United States with reference to a possible "summit conference" a number of aspects of disarmament were suggested by both sides as being appropriate for the agenda. On May 9 the Soviet Union accepted a United States proposal that there should be technical discussions on methods of detecting possible violations of an agreement on the discontinuance of nuclear weapons tests.

The conference opened in Geneva on July 1 with the participation of experts from Canada, France, the United Kingdom and the United States on one side, and from Czechoslovakia, Poland, Rumania, and the Soviet Union on the other. On August 21 the experts adopted a report containing agreed conclusions regarding the basic methods for detection and identification of nuclear explosions, the technical equipment required and the general nature of a control system. The United States and the United Kingdom announced their readiness to enter into negotiations for the suspension of nuclear tests and the establishment of a control system along the lines recommended by the experts. They indicated willingness to suspend testing for a year from the start of negotiations, provided that the Soviet Union did likewise, and to extend the suspension agreement annually provided that the inspection system was functioning effectively and that there was progress on other disarmament measures. While denouncing the concept of mere suspension for one year and the conditions proposed for renewal, the Soviet Union agreed to initiate negotiations with the United States and the United Kingdom in Geneva on October 31. For the first month the Soviet representative sought to secure the signature or at least the complete drafting of an agreement on the cessation of tests before the discussion of the organization of the control system began. Although this attempt was abandoned, the Soviet conception of the organization of the control system differed materially from that advocated by the United States and United Kingdom. However, a beginning has been made on drafting a treaty and the texts of three general articles were agreed before the conference took a brief year-end recess.

Also in the context of the "summit conference" correspondence the Soviet Union accepted on July 2 a United States proposal for technical discussions on the problem of surprise attack. The conference opened in Geneva on November 10 with the participation of experts from Canada, France, Italy, the United Kingdom and the United States on one side, and from Albania, Czechoslovakia, Poland, Rumania and the Soviet Union on the other. Discussions continued until December 18 without agreement being reached on the scope of the conference. The Western side maintained that its purpose was to assess the relevant technical facts. On

the Soviet side it was asserted that the problem of surprise attack was inseparable from disarmament and attempts were made to promote the discussion of a wide range of proposals.

The disarmament discussion at the thirteenth session of the General Assembly was lengthy and involved: it occupied 27 meetings of the First Committee. The outcome was the adoption of four resolutions. Canada joined with sixteen other countries\* in sponsoring a comprehensive resolution which was opposed by the Soviet bloc. The second and third resolutions, which expressed hope for the success of the prospective negotiations on nuclear tests and surprise attack, were both supported by the Canadian Delegation. The final resolution, which decided that for 1959 the Disarmament Commission should be composed of all the members of the United Nations, was adopted without a dissenting vote.

Also considered by the General Assembly was the question of the peaceful use of outer space. Proposals relating to international co-operation in space research, the banning of the use of outer space for military purposes and the liquidation of overseas bases were submitted by the Soviet Union on March 15 for consideration by the General Assembly. On September 2 the United States proposed considering the question of a programme for international co-operation in the field of outer space. The United States urged that the disarmament aspects of the problem be dealt with in the disarmament context and that the General Assembly confine its action to creating a committee to report on the possibilities for international co-operation. This approach, which was embodied in a draft resolution sponsored by twenty countries including Canada, found wide support and the Soviet Union withdrew its recommendations relating to the disarmament aspects. Although there were no major difficulties over the scope and purpose of the Committee between the twenty sponsors and the Soviet Union, agreement could not be reached on its composition. When a membership of Argentina, Australia, Belgium, Brazil, Canada, Czechoslovakia, France, India, Iran, Italy, Japan, Mexico, Poland, Sweden, the Soviet Union, the United Arab Republic, the United Kingdom and the United States was approved, the Soviet representative stated that because of the unsatisfactory membership the Soviet Union would not participate in the Committee.

### 3. United Nations Aid Programmes

One of the least spectacular but most effective activities of the United Nations has been in the field of assistance to the under-privileged peoples of the world. This assistance is now channelled into four main United Nations aid programmes which are financed by voluntary contributions from the various member states of the United Nations. The programmes are:

- (a) *United Nations Expanded Technical Assistance Programme (ETAP)*—In 1958 Canada contributed \$2 million to ETAP and provided training facilities in Canada for United Nations fellowship holders, as well as sending Canadian experts abroad under United Nations auspices (details of this programme, including Canadian participation, will be found in Chapter IX, Section 6);

---

\* The other sponsors were: Argentine, Australia, Belgium, Brazil, Denmark, Ecuador, Iran, Italy, Laos, the Netherlands, New Zealand, Norway, Pakistan, Thailand, the United Kingdom and the United States.



(b) *The United Nations Children's Fund (UNICEF)*—The principal activities of UNICEF are long-range projects in the fields of maternal and child welfare, disease control and child nutrition. The work of UNICEF is supported by the people of Canada through voluntary campaigns for funds and through the financial and other forms of assistance which the Canadian Government extends each year. In 1958 such assistance included a contribution from the Government amounting to \$650,000 and a gift of 10 million pounds of dried skimmed milk;

(c) *The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA)*—The United Nations Relief and Works Agency for Palestine Refugees in the Near East provides assistance to the Arab refugees from Palestine who left their homes in that area during the 1948 hostilities. As of June 30, 1958, 963,958 refugees were receiving either food rations or services from the Agency. In 1958, the Canadian Government continued its support of UNRWA and contributed \$500,000 to the Agency's programme. In addition, because of the serious financial difficulties with which UNRWA was faced and which would have resulted in a drastic curtailment of its relief measures, the Government announced that it would make a special and additional gift of \$1.5 million worth of Canadian wheat flour;

(d) *The United Nations Refugee Fund (UNREF)*—The United Nations Refugee Fund was set up by the General Assembly of the United Nations in 1954 to finance a four-year programme designed to integrate those refugees who come under the mandate of the United Nations High Commissioner for Refugees into the life of the community. Broadly speaking, the High Commissioner's mandate extends to refugees protected by previous international refugee agencies and to any person who has left the country of his normal residence because of fear of persecution. It does not extend to refugees who are the concern of other agencies of the United Nations (such as UNRWA), or who are recognized by the authorities of their country of asylum as having the rights and obligations of a citizen of that country.

In 1957, the twelfth session of the General Assembly approved measures to extend the UNREF programme for two years beyond December 31, 1958, when the Fund is due to be liquidated. As of January 1, 1959, therefore, it will be known as the programme of the United Nations High Commissioner for Refugees. In 1958, the Canadian Government contributed \$200,000 to UNREF and it was announced that, subject to the approval of Parliament, a grant of \$290,000 would be made in 1959 to the High Commissioner's Camp Clearance Programme, which is designed to enable those non-settled refugees who are not eligible for aid from other programmes to leave the camps. Since 1957, Canada has been one of the 21 nations of the UNREF Executive Committee which administered the UNREF Programme. In 1959, Canada will be a member of the Executive Committee of the High Commissioner's Programme, which meets for the first time in January 1959.

In Mainland China there are still nearly 10,000 refugees of European origin who come under the High Commissioner's mandate. The Inter-governmental Committee for European Migration (ICEM), in co-operation



with the High Commissioner's Office, has drawn up a three-year Far Eastern Programme to move these people from China to countries of overseas settlement, but funds are urgently needed to provide for their transportation. The Canadian Government announced its intention to seek parliamentary approval for a grant of \$60,000 to this programme to be applicable in 1958.

The High Commissioner has been authorized by the General Assembly to use his good offices to seek contributions on behalf of two groups of refugees who do not, strictly speaking, come under his mandate but whose welfare is recognized to be of concern to the international community. These two groups are the Chinese refugees in Hong Kong, and Algerians in Tunisia and Morocco who have left their homes because of fighting on their land.

At the thirteenth session of the General Assembly, the High Commissioner for Refugees reviewed the progress of the last four years in dealing with refugee problems. During this period, permanent solutions had been found in the cases of some 440,000 non-settled refugees in Europe, including 200,000 from Hungary, by means of emigration, voluntary repatriation and local integration. This demonstrated that not all refugee problems were insoluble, although much would remain to be done in future years.

#### 4. The Economic and Social Council

The Charter of the United Nations recognizes that stability and security in the world are conditioned by social and economic factors. It therefore seeks international co-operation in promoting higher standards of living and more harmonious social relations. Under the authority of the General Assembly the Economic and Social Council (ECOSOC) discharges the economic and social responsibilities of the United Nations. It is assisted in this task by eight functional commissions, by four regional economic commissions, by standing and *ad hoc* committees, and by the Specialized Agencies.

During 1958 Canada served the third and final year of its third term on ECOSOC. Dr. G. F. Davidson, Deputy Minister of Welfare in the Department of National Health and Welfare, headed the Canadian Delegation to the twenty-fifth session of the Council held in New York from April 15 to May 2, 1958. He was elected President of the Council for 1958. Canada was also represented at the twenty-sixth session of ECOSOC in Geneva from July 1 to August 2, 1958, with Mr. Wallace B. Nesbitt, Q.C., M.P., as Chairman of the Delegation, and at the short resumed twenty-sixth session in New York in October and December.

Among the more important questions discussed in these meetings were the world economic situation, including recent recessionary movements, the economic development of under-developed countries, international commodity problems, the establishment of a world food reserve and of an international administrative service, international control of narcotic drugs, and the reports of the Commission on the Status of Women and of the United Nations High Commissioner for Refugees. The economic activities of the Council are dealt with elsewhere in this report. In the social field, the Council noted that the Commission on Narcotic Drugs had completed its task of preparing a Single Convention for the International Control of Narcotic Drugs. This draft Convention has now been

circulated to all member governments for comments. In addition, the Council adopted resolutions aiming at tighter control of the international traffic in narcotics. It also considered the report of the United Nations High Commissioner for Refugees and approved a resolution seeking higher contributions to the Refugee Fund from states members of the United Nations or the Specialized Agencies.

The Economic and Social Council has responsibility for co-ordination of the activities of the Specialized Agencies. At the twenty-sixth session, discussions in this field led to a plan that five-year appraisals be drawn up by the United Nations and the major Specialized Agencies to determine the scope and trend of their programmes in the economic and social fields during the ensuing period of five or six years, with a view to eliminating or deferring projects which are not of particular value or demonstrable urgency and inter-relating the projects being retained in an effort to reduce overlapping or duplication.

In 1958 Canada continued to be represented on the Population Commission, the Statistical Commission, the Commission on Narcotic Drugs, the Commission on International Commodity Trade and the Commission on the Status of Women. It also served on the Executive Board of UNICEF and the Executive Committee of the United Nations Refugee Fund. Several of these bodies met in 1958. Canada was represented at the following meetings:

Population Commission—(biennial).....	9th session, Feb. 25-March 8, 1957, Geneva
	10th session, Feb. 9-20, 1959, Geneva
	None in 1958.
Statistical Commission .....	April 28-May 15, 1958, New York.
Narcotic Drugs Commission .....	April 28-May 30, 1958, Geneva (13th).
International Commodity Trade Com- mission .....	May 5-16, 1958, New York (6th).
Commission on Status of Women .....	March 17-April 3, 1958, Geneva
UNICEF .....	March 3-11, 1958, New York, Sept. 2-8, 1958.
UN Refugee Fund .....	January 13-17, 1958, Geneva (7th)
	June 2-6, 1958, Geneva (8th)
	Sept. 25-26, 1958, Geneva (9th) (special session).
Commission on Human Rights .....	March 10-April 3, 1958, New York, (14).

## 5. Other Activities

In 1958 Canada's share of the net regular budget of the United Nations, which amounted to \$52.1 million, was 3.09 per cent, or approximately \$1.5 million. This assessment, together with Canada's assessments to the United Nations Specialized Agencies, totalled nearly \$3.2 million.

In addition, Canada contributed a total of \$4.85 million to the following extra-budgetary and voluntary programmes of the United Nations: United Nations Expanded Technical Assistance Programme (ETAP) \$2 million; United Nations Children's Fund (UNICEF) \$650,000; United Nations Refugee Fund (UNREF) \$200,000; United Nations Relief and Work Agency for Palestine Refugees in the Near East (UNRWA) \$2 million (\$500,000 in cash and \$1.5 million in Canadian flour).

## II

# THE NORTH ATLANTIC TREATY ORGANIZATION

### 1. The North Atlantic Council

The North Atlantic Council met in permanent session in Paris throughout 1958 under the chairmanship of the Secretary-General, Mr. Paul-Henri Spaak. Mr. Jules Léger, formerly Under-Secretary of State for External Affairs in Ottawa, took up his new appointment as Canadian Permanent Representative to the Council in November 1958 upon the retirement of Mr. L. D. Wilgress, who had represented Canada on the Council for the previous five years. The Council, together with its subordinate committees and its international staff, devoted continuing attention to international political and military developments of direct concern to the Alliance, reviewed the defence plans of its members, dealt with expenditures of funds on commonly-financed military installations (infrastructure), and studied the measures required to ensure peacetime readiness and civil defence.

Three ministerial sessions of the North Atlantic Council were convened during the year. The NATO Defence Ministers met in Paris on April 15, 16 and 17 to consider plans for introducing the modern weapons required for NATO defence in the years ahead and to review the progress made on projects initiated by the heads of NATO governments at their meeting in Paris on December 16-19, 1957. In the communique issued at the close of their meeting, the Defence Ministers reaffirmed their support of the basic NATO strategy for preserving peace and defending member countries. Agreement was also reached on measures to achieve greater co-ordination and co-operation among member countries in defence research, development and production and in the organization of their forces.

The regular spring Ministerial Meeting of NATO Foreign Ministers was held in Copenhagen from May 5-7. The Secretary-General reported to Council on the work of the Alliance over the past year. It was generally agreed that the outstanding achievement in the period had been the considerable progress made in broadening and deepening the scope of political consultation leading to the co-ordination of policy on major questions of common interest. It was also recognized that, in addition to political unity and the efficient organization of defence, economic co-operation between members of the Alliance was essential. In the communique released at the end of the meeting, attention was directed to the full consideration given by Council to the possibility of a summit conference and to other arrangements for conducting negotiations with the Soviet Union. Hope was expressed that, as a means of preparing the way towards agreement on controlled disarmament, the Soviet Union would agree to inaugurate expert technical discussions with the Western powers concerned on the control measures necessary to prevent surprise attack and detect nuclear explosions. The Secretary of State for External Affairs attended this Ministerial Meeting.



The year's work of the Council culminated in the December Ministerial Meeting in Paris, December 16-18, where the Finance, Defence and Foreign Ministers concerned themselves with the major military and political problems facing the Alliance. The serious situation created by the Soviet Union in announcing its intention of abrogating unilaterally the four-power agreements on Berlin was fully examined. Agreement was reached on the basis of the results of the December 15 meeting of the Foreign Ministers of the United States, the United Kingdom, France and the Federal Republic of Germany which found the Soviet proposal of November 27 on Berlin unacceptable and reaffirmed the determination of the three Western occupying powers to maintain their position and rights in Berlin, including the right of access to the city. The Council reviewed other international developments of concern to the Alliance with particular reference to the situation in the Middle East and the Far East. A useful exchange on the process of political consultation in NATO revealed general agreement that the existing machinery was well suited to the needs of the Alliance and that flexible methods would produce better results than any codification of rules. In the economic field, the Council noted the difficulties encountered in the negotiations between European members and non-members of the Common Market and expressed the view that a multilateral association should be established at the earliest possible date.

After hearing reports by NATO military commanders, Ministers emphasized the vital need, in view of the continuing increase in Soviet armaments, to sustain efforts of member countries to improve the defensive power of the Alliance. The Council reaffirmed that the existence of an effective shield and retaliatory forces continue to form the basis of NATO defensive strategy. The report of the 1958 Annual Review was examined and its main recommendations were approved.

## 2. Military Developments

NATO continued to base its defence policy on the judgment, reiterated at the several ministerial sessions of the North Atlantic Council held during the year, that the maintenance of a powerful deterrent to aggression, consisting of a shield of conventional and nuclear forces in Europe together with retaliatory nuclear strategic forces, is essential to the collective security of member countries. Further progress was achieved during the year in providing the necessary infrastructure, including air bases, surface-to-air missile sites, common lines of communication, a common fuel pipeline, and a supplementary air warning system.

Canada's main defence commitment is directed towards the support of NATO. This country's contribution to the integrated forces in Europe consists of a Canadian Infantry Brigade Group stationed in Germany and an Air Division of twelve modern jet fighter squadrons at bases in France and Germany. A substantial part of Canada's fleet has been earmarked for the protection of convoys under the command of the Supreme Allied Commander Atlantic (SACLANT) and for the defence of the Canada-US area, should an emergency arise. In addition Canada participates fully with the United States in the defence of the North American continent which harbours the main retaliatory forces of the Alliance and is an integral part of the NATO area. During the year co-operative defence arrangements between Canada and the United States

were extended with the formal establishment of the North American Air Defence Command (NORAD), under which the air defence systems of the two countries have been completely integrated, and with the creation of the Canada-United States Committee on Joint Defence. For further details of these arrangements see Chapter VI, Section 1.

### 3. Mutual Aid

During 1958 Canada continued its programme of Mutual Aid, providing assistance for NATO member countries in the form of military equipment, aircrew training, and contributions to NATO military and common infrastructure budgets. A total of over \$1,600 million has been allocated for this purpose since 1950. The appropriation for Mutual Aid in 1958-59 totalled \$130 million as compared with an expenditure of over \$118 million in 1957-58 and over \$133 million in 1956-57. Upon the successful completion in July 1958 of the full-scale NATO Air Training Plan carried out at RCAF establishments in Canada, over 5,000 pilots and navigators from ten NATO countries had graduated since the inception of the programme in 1950. A limited number of aircrew from European countries are continuing their training in Canada under a special extension of the Air Training Plan.

The main items in current Mutual Aid transfers by Canada include 6 Algerine Coastal Escort vessels, 3 Prestonian class frigates, 40 Sabre V aircraft, 50 T-33 jet trainer aircraft with spares, radar equipment, Sabre spares for Greece and Turkey, and CF-100 support for Belgium.

### 4. NATO Parliamentarians

The fourth annual NATO Parliamentarians Conference was held this year in Paris, November 17-21. Approximately 200 Parliamentarians representing all NATO countries attended the meeting; the Canadian Delegation, which included four Senators and seventeen Members of Parliament, was led by Mr. John C. Pallett, M.P.

This year's meeting adopted resolutions on political, economic, scientific, military, and cultural affairs. The resolution on economic affairs urged *inter alia* that additional resources be made available to the International Bank and the International Monetary Fund and stressed the need for the successful outcome of current negotiations on the proposed European Free Trade Area. Disarmament, Berlin, the settlement of disputes between NATO members, and political consultation within the Atlantic Council were the subjects of resolutions adopted by the Political Committee. The key resolution brought forth by the Scientific and Technical Committee recommended an increase in the NATO Science Fellowship Programme, an integrated policy for scientific research and development in the NATO area, and the promotion of exchanges of technical information amongst the members of the Alliance. Attention was paid also to the problem of the training of scientific personnel in the NATO countries and to the broadening of language studies within the Atlantic Community. The Military Committee reaffirmed the principle of political control over the use of atomic weapons and endorsed various measures designed to increase the effectiveness of the collective defence forces of the Alliance. The Cultural Affairs and Information Committee invited the Secretariat to convene a conference with a view to suggesting

possible improvements in the teaching programmes and educational systems of the member countries. It also recommended that continuing studies be made of the NATO information programme.

The delegates accepted a United States invitation to meet in Washington in 1959 to mark the tenth anniversary of the signing of the Treaty.

### 5. Other Activities

At the end of May Mr. Paul-Henri Spaak, Secretary-General of NATO, paid an official visit to Canada. While in Ottawa he conferred with Ministers on various problems affecting the North Atlantic Community and then visited several centres in Eastern Canada. Mr. Spaak also inspected defence installations near Montreal and Halifax.

For details of NATO information and cultural activities see Chapter X.



### III

## THE COMMONWEALTH OF NATIONS

### 1. General

The year 1958 has been an interesting and an active one for the Commonwealth, and Canada's part in the year's developments has been significant. Perhaps the most important single event was the Commonwealth Trade and Economic Conference which met in Montreal, with the Canadian Government as host, in the early autumn. This Conference had been decided upon following the meeting of Finance Ministers at Mont Tremblant, Quebec. (The achievements of the Conference itself are discussed in Chapter IX.)

### 2. Constitutional Developments

Ghana and the Federation of Malaya had emerged in 1957 as fully independent members of the Commonwealth, and The West Indies Federation had moved a significant way along the same road with the promulgation of its Constitution. This Constitution came into full operation in April 1958 with the meeting of the Legislature and the appointment of Sir Grantley Adams as Prime Minister. The West Indies are now a self-governing federation with the United Kingdom retaining certain reserved powers in matters of defence, foreign relations, and in some financial fields.

Canada is now represented by High Commissioners in Ghana and the Federation of Malaya (the latter office was opened in 1958), and by a Commissioner in The West Indies.

At the Nigerian Constitutional Conference held in London in September and October it was announced that Nigeria would become independent on October 1, 1960. Statements made by the Prime Minister of Nigeria and the premiers of its provinces indicated that the country would in all probability wish to be admitted to membership in the Commonwealth.

### 3. Commonwealth Visits and Consultation

While the cohesion of the Commonwealth is maintained in day-to-day affairs by close and friendly consultation in its various capitals between governments and permanent missions, and by friendly contacts between delegations at such meeting-grounds as the United Nations, it is natural that much should depend too on visits exchanged between the leaders of the various countries.

In 1958 the most important and fruitful meeting of Commonwealth representatives was, of course, the Trade and Economic Conference in Montreal. In addition, however, many other visits were exchanged which resulted in the further cementing of friendship and in valuable consultation on a wide variety of subjects of mutual interest and concern.

Canada received visits from four heads of Commonwealth governments in the course of the year. Prime Minister Macmillan of the United Kingdom visited Ottawa in June, after a visit to Washington. In August the Prime Minister of Ghana, Dr. Nkrumah, was a visitor, and in the autumn there was a brief call by the Prime Minister and Minister of Foreign Affairs of New Zealand, Mr. Walter Nash. From the new West Indies Federation Ottawa received visits by both the Governor-General, Lord Hailes, and the Prime Minister, Sir Grantley Adams. In the course of this latter visit there was an exchange of letters between the Canadian and West Indies Prime Ministers in which the Canadian Prime Minister confirmed his Government's intention to recommend to Parliament the further implementation of an extensive aid programme.

Other visitors to Canada included the United Kingdom Secretary of State for Commonwealth Relations, Lord Home, and the Australian Minister for External Affairs, Mr. Casey.

Mention should also be made in this connection of the highly successful visit by Her Royal Highness the Princess Margaret who came to Canada in the summer for the primary purpose of participating in the British Columbia Centennial Celebrations; of a brief visit paid in the autumn by His Royal Highness Prince Philip; and of the announcement that Her Majesty the Queen would be in Canada in 1959 for the opening of the St. Lawrence Seaway.

While Prime Minister Diefenbaker was not the only member of the Canadian Government to visit other Commonwealth countries in 1958, his autumn tour was by far the most extensive and was indeed one of the most extensive journeys ever undertaken by a Canadian Prime Minister in office. Following a brief stop in New York, the Prime Minister spent a week in the United Kingdom where he had valuable talks with Prime Minister Macmillan. There followed brief visits in France, Germany and Italy and to the Canadian forces in Europe. Then, in succession, Mr. Diefenbaker, who was accompanied by Mrs. Diefenbaker, paid official visits to Pakistan, India, Ceylon, the Federation of Malaya, Australia and New Zealand. Between Malaya and Australia there was a brief visit in Singapore and a short stop in Indonesia. In each of the Commonwealth countries the Prime Minister had the opportunity to confer with the Prime Minister and other leaders, and in speeches and at press conferences he repeatedly expressed his own belief in the vitality of the Commonwealth and in the significance of the role it has to play in the world. The response of the many distinguished audiences he addressed left no doubt that his views were widely shared throughout the Commonwealth countries he visited.

Another part of the Commonwealth visited by Canadian Ministers in 1958 was The West Indies. Mrs. Ellen Fairclough, Minister of Citizenship and Immigration, Mr. Gordon Churchill, Minister of Trade and Commerce, and Mr. Sidney Smith, Secretary of State for External Affairs, paid a special visit to Port of Spain in April to mark the inauguration of The West Indies Federation Legislature.

## IV

### EUROPE

In Europe in the past year there were a number of important developments. In France a series of political crises, brought on to a large extent by events in Algeria, led to the formation of a new Fifth Republic under the leadership of General Charles de Gaulle. In the first months of the year, there were intensive but abortive East-West negotiations for summit conferences on European problems and on the Middle East, and in November the U.S.S.R., by putting forward new proposals for the future status of Berlin, precipitated a new round of discussions on the German problem. The Cyprus situation on one hand and the problem of fishing rights of Iceland on the other continued to cause difficulties for the several countries involved. In the economic field progress was made toward the goal of economic integration of Western Europe. (See Chapter IX.)

#### 1. Western Europe

*France:* During 1958, a crowded, critical year for France, General Charles de Gaulle emerged from retirement to assume the leadership of the new Fifth Republic, first as Premier, and then as President. A complex set of circumstances led to the fall of the Fourth Republic, but overshadowing all others was the problem of Algeria.

The Government of Felix Gaillard, which had been invested by the National Assembly on November 5, 1957, entered the year searching, as its predecessors had searched, for a settlement of the Algerian war. However, it faced in Algeria not only the army of the National Liberation Front (FLN) but an increasingly discontented French Army and civilian population. On April 15 a combination of right-wing and communist forces defeated the Gaillard Government, and during the ensuing month-long search for a new government the impatience of the Army and the European population of Algeria grew.

The government which was finally constituted by Pierre Pflimlin was invested on May 12 despite the protests of civilian extremists in Algeria, who, with the co-operation of some Army officers, tried to block the investiture of the Pflimlin Government by seizing the administration in Algiers, demanding the creation of a "government of public safety" which would not only keep Algeria French, but which would integrate it fully with France. The Pflimlin Government obtained from the National Assembly a number of votes of confidence, but the dissidents in Algiers and the Army in Algeria, continuing to demand a different government, called on General Charles de Gaulle to form that government. Following a coup in Corsica, launched from Algeria on May 24 by the Army, and following de Gaulle's announcement that he was ready to assume the powers of the Republic, Mr. Pflimlin, after consulting with President Coty, resigned to make way for General de Gaulle. On June 1 and 2 General de Gaulle was invested as Premier and was given full powers for six months.



The first main tasks General de Gaulle set himself were the reform of the political institutions of France and the settlement of the Algerian problem. As an interim measure the Premier invested the Army in Algeria with full civil and military powers, and then turned to internal political reforms.

A new constitution was drafted during the summer, greatly increasing the powers of the President and reducing those of the National Assembly and the government. The draft constitution combined features of both the British parliamentary and the United States presidential systems, retaining a Prime Minister and government responsible to the Assembly, but with provisions designed to prevent their easy defeat, so common under the Fourth Republic. At a referendum on September 28 the new constitution was approved by almost 80 per cent of the electorate in metropolitan France. France's overseas territories, whose populations participated in the referendum, were given the clear choice between voting against the constitution and achieving immediate independence and voting for the constitution and remaining within the French Community. The Community, as envisaged in the Constitution, offered complete local autonomy to its members, while leaving defence, foreign affairs, and common economic and financial policy in the hands of the institutions of the Community, in which all members are represented. Only Guinea voted for immediate independence, while Madagascar, the other French territories of Africa and the smaller possessions throughout the world voted for institutional association with France. Algeria also participated in the referendum and approved the new constitution by 95 per cent, but being considered in law to be an integral part of metropolitan France, was not given the option of voting for independence.

On November 23 and 30 elections to the National Assembly under the single member constituency system produced a chamber oriented well to the right.

By the end of the year a political settlement of the Algerian problem had not been found despite Premier de Gaulle's offer of a cease-fire to the rebels, but Premier de Gaulle had announced a five-year plan of economic and social development for Algeria, designed to raise the standard of living of the Muslims and to provide equality of opportunity for all members of the Algerian population, Muslim as well as European.

Economically France attained stability in 1958 after a period of five years of strenuous expansion in which industrial production had grown by over 50 per cent. Both the symptoms and causes of the inflation of 1957 were either removed or diminished in 1958. A favourable balance of payments was recorded in five successive months after General de Gaulle came to power, and internally a rigorous budget and an intensification of the credit squeeze begun in 1957 resulted in price and wage stability by mid-year. In the last days of December the Government acted to devalue the franc, to cut subsidies and increase public investment, to lower tariffs and to liberalize trade with OEEC countries and with the dollar area. The Government hoped that its comprehensive programme, which would involve price increases and a reduction in consumption, would stimulate domestic growth to be paid for by an export surplus.

*Italy:* No radical change in the balance of political power resulted from Italy's third post-war general election held in May 1958. The right-wing parties lost ground, while the centre parties and the Socialists made moderate gains and the Communist Party maintained its strength at the polls despite a decline in its membership since 1956. In July Signor

Amintore Fanfani, Secretary of the Christian Democrat Party, formed a coalition Government comprising members of the Social Democrat Party as well as of his own.

At the end of 1958 this Government enjoyed a majority in the Senate but, being four short of a majority in the Chamber of Deputies, its position was somewhat insecure (in early December, for example, it survived a vote of confidence only through the abstention of the Republicans). The steady expansion which has been a feature of the Italian economy since 1953 continued during 1958; the rate of expansion, however, was less than in 1957 because of the general slowing down of economic activity throughout the world. Italy continued to play a leading part in the movement towards European economic integration. There was no change in the bases of Italian foreign policy although a quickening interest in the Middle East was evident.

*Benelux:* In Belgium a general election on June 1 led to the replacement of the Socialist-Liberal coalition by a Catholic-Liberal combination. Towards the year's end, both The Netherlands and Luxembourg movements resigned as the result of cabinet crises. These domestic developments did not, however, affect the foreign policies of the three Benelux countries which continued to be based on the NATO Alliance and the movement towards European integration. The relations between The Netherlands and Indonesia deteriorated further as a result of the continuing quarrel over West New Guinea.

The 1958 Brussels World Fair, coupled with the establishment in that city, at least temporarily, of the headquarters of the European Common Market and Euratom, furthered Brussels' prospects of becoming the focal point of European integration. A notable domestic achievement in Belgium was an agreement by the three major parties which gives promise of removing the controversial school question from the political sphere.

The Netherlands economy largely recovered from the widespread recession of 1957. However, the full effects of the recession were not felt until 1958 in Belgium where a surplus of coal posed a serious problem.

*Spain and Portugal:* Spain and Portugal continued their pattern of consultation and co-operation. Spain showed concern about developments in the Middle East, and the Chief of State, General Franco, indicated that his country was willing to play a role in bringing about better understanding between the nations of the West and those of the Middle East. An area of friction between Morocco and Spain was removed by a joint declaration of April 7, 1958, which announced that agreement had been reached on the transfer to Morocco of sovereignty over the southern zone of the former Spanish Protectorate.

In Portugal the Government's candidate, Americo Tomas, was elected President on June 8 after a campaign in which opposition to the Government was more determined than usual. Following the election Prime Minister Salazar reshuffled his Cabinet, appointing among others new Ministers of Foreign Affairs and Defence. During the year the Government moved further towards a corporative state, and in foreign policy it continued to co-operate closely with the NATO countries, Spain and Brazil. On the economic side it announced a new six-year development plan to run from 1956 to 1964, and also participated actively in the negotiations for the Free Trade Area.

## 2. North Africa

Algeria was the major political problem confronting General de Gaulle when he assumed power in June. The war had resulted in continual friction between France and the countries of North Africa, and the French bombing of the Tunisian frontier village of Sakhiat-Sidi-Yousseff in February caused a serious deterioration in Franco-Tunisian relations, accompanied by representations to the United Nations Security Council by both sides. Negotiations between France and Tunisia were carried on through an Anglo-American "good offices" mission; President Bourguiba of Tunisia made a number of concessions, but their acceptance by the Gaillard Government as a basis for negotiations led to the fall of the government, and ultimately to the assumption of power by General de Gaulle.

One of General de Gaulle's first acts as Premier was to send cordial messages to President Bourguiba of Tunisia and King Mohammed V of Morocco, expressing his desire to settle differences and to maintain and develop friendly relations. These messages were well received in the two countries, even though it had been made clear in April at a conference of North African nationalist parties held in Tangier that Morocco and Tunisia, while looking to a North African federation, continued to support the Algerian insurgents and recommended the formation of an Algerian government.

The formation of a "Provisional Government of the Republic of Algeria", headed by the leader of the Front de Liberation Nationale (FLN), Ferhat Abbas, was announced in Cairo, September 19. It was indicated in Paris that recognition of the rebel "government" would be regarded by the French Government as an "unfriendly act", but despite this warning, a number of African and Asian states, including Morocco and Tunisia, extended recognition. Morocco and Tunisia made it clear, however, they were anxious to avoid a break in their relations with France.

In October Premier de Gaulle called for a "brave man's peace" in Algeria, and offered to negotiate with the leaders of the rebellion. The FLN, however, rejected the offer, and the war continued.

Both Tunisia and Morocco were admitted to the Arab League on October 1, but ten days later the Tunisian representative withdrew from the League session after his charge that the United Arab Republic was trying to dominate the League had caused the U.A.R. Delegation to walk out of a meeting of the Council of the League. On October 15 Tunisia broke off diplomatic relations with the U.A.R.; in explaining his Government's decision, President Bourguiba charged that the U.A.R. had assisted in a plot against his life.

During the year Morocco's relations with Spain were strengthened by the transfer to Moroccan jurisdiction in April of Southern Morocco which had been under Spanish administration. The Moroccan Government also decided during the year to establish diplomatic relations at the ambassadorial level with the U.S.S.R. and Communist China.

## 3. Northern Europe

The most important developments in Northern Europe during 1958 were in Iceland and Finland which continued to be faced with difficult economic and political problems.



In Iceland the failure of the Geneva Conference on the Law of the Sea to reach agreement on the rights of coastal states to contiguous fishing zones contributed directly to a decision by the Icelandic Government to establish a 12-mile territorial sea. This action, and the decision by the United Kingdom that British fishing boats would continue to operate under naval escort within the 12-mile limit, precipitated a near crisis in United Kingdom-Icelandic relations. Although efforts were made in NATO to promote at least a provisional settlement of the dispute, no satisfactory solution had been achieved by the end of the year. In the meantime, however, the atmosphere of tension relaxed somewhat while the legal aspects of the dispute were under discussion in the United Nations where, after rejecting a Canadian proposal for a new conference on the Law of the Sea early in 1959, the General Assembly finally adopted a resolution calling for a conference in 1960.

In the domestic field Iceland's post-war economic expansion continued and the country improved its marketing abroad. However, a continuing strong inflationary trend led the Government in May to introduce financial and fiscal reforms designed to stabilize the economy, to combat the effects of a continuing wage-price spiral and to improve the country's balance of payments position. Differences of opinion within the Cabinet over economic policies led early in December to the resignation of Premier Hermann Jonasson's four-party coalition Government which had been in office since the general elections of July 1956. Shortly before the New Year a minority Government, pledged to introduce electoral and further financial reforms, was formed by the Social Democrats with the support of the Independents (Conservatives).

In Finland a general election in July resulted in the formation of a Parliament in which for the first time the left-wing parties had a majority and in which the Communists constituted the largest single party. After long and difficult negotiations, a Government representing five of the eight Finnish political parties, but not including the Communists, was finally formed in August with K. A. Fagerholm of the Social Democrats as Prime Minister. This coalition was, however, short-lived, being unable to cope effectively with the difficult problems facing the country and in particular with increasing economic and political pressures from the Soviet Union. From December 4 until the end of the year, Finland had only a caretaker government, there having been no success in attempts to form a new Cabinet which could enjoy broad support and, at the same time, deal effectively with the U.S.S.R.

There were no major changes in the foreign and domestic policies of the Swedish, Norwegian, and Danish Governments. In Sweden, as a result of general elections held in June, the strengthened Social Democrats were again able to form a minority Government. The elections indicated a clear trend to the right, with the Conservatives and Centre parties gaining seats and the Liberal party losing some ground.

Representatives of all the Scandinavian countries reviewed the international situation and studied regional economic and political problems at Foreign Ministers' meetings in Copenhagen and at the sixth meeting of the Nordic Council in Oslo. Scandinavian economic co-operation was studied against the background of negotiations for the European Common Market and a European Free Trade Area.

#### 4. Central Europe

*Germany:* The Soviet threat to upset the *status quo* in Berlin presented the most serious problem of the year for the German Federal Republic. Until November German-Soviet relations had been characterized by an intermittent exchange of notes on the German question in which little new ground was broken. While the Federal Republic and its allies continued to insist on free, all-German elections before reunification or a peace treaty, the Soviet Union was equally insistent on direct negotiations between the West German Government and the regime in East Germany. On November 27 the Soviet Union announced its intention of withdrawing unilaterally in six months from the four-power arrangements for Berlin, to turn over their responsibilities there to the East German authorities, and to make West Berlin a demilitarized "free city". The December meeting of the Foreign Ministers of the United States, United Kingdom, France and the Federal Republic, followed by the annual meeting of the fifteen NATO Foreign Ministers, firmly rejected the Soviet proposals, but left the door open by proposing discussion of the question of Berlin in the general framework of negotiations for a solution of the German problem as a whole.

There was no change in the bases of the foreign policy of the Federal Republic, which continued to co-operate actively in the NATO Alliance. Domestically the Federal Republic enjoyed political stability during 1958. The wide popular support for Chancellor Adenauer, which had been demonstrated in the 1957 general election, was substantially confirmed in the elections during 1958 in five of the ten West German states. Although the opposition mounted an energetic attack on the Government's plans to equip the Bundeswehr with tactical nuclear weapons, popular concern about this proposal did not manifest itself by significant changes in the voting pattern.

The West German economy continued to expand in 1958, though at a slackened pace. Despite difficult market situations in the coal, steel and textile industries, employment generally remained at a high level. The Federal Republic played an increasingly important role in European economic organizations. In the negotiations for a European Free Trade Area, Germany sought a compromise between her national interest in worldwide liberal trading relationships and her desire to ensure the success of the European Common Market.

The excellent relations between Canada and West Germany were emphasized by the visit to Canada in May and June of the German President, Professor Heuss, and the visit of Mr. Diefenbaker to Bonn during his world tour of November and December.

*Austria:* Developments in Austria continued in the pattern established after the stabilization of the Austrian currency in 1953. The domestic political scene was relatively tranquil, economic conditions remained stable and the standard of living continued to improve. Austria's external relations were generally satisfactory although some friction with Italy persisted over the situation of the German-speaking minority in the Italian Tyrol. Austria adhered to the policy of strict military neutrality coupled with co-operation with other countries in other fields, which had been established after the departure of the occupation forces in 1955.

*Switzerland:* 1958 was not an election year in Switzerland, and the balance of political forces remained unchanged. Economically the year



was one of continued full employment, but the inflationary strain of previous boom years was somewhat relieved. In foreign affairs Switzerland maintained its traditional neutrality while emphasizing its moral solidarity with the other countries of Western Europe by participating actively in the Free Trade Area negotiations, and by gaining admission to GATT as an associate member. Swiss relations with Canada during 1958 were active; the year saw the conclusion of civil air, atomic energy and tariff agreements between the two countries.

## 5. South-Eastern Europe

*Cyprus:* The Cyprus dispute continued during the greater part of 1958 to disturb relations between Greece and Turkey. In June the United Kingdom announced its intention to put into effect on October 1 a new "partnership plan" for Cyprus, providing for the development of representative political institutions in the colony and increased Greek and Turkish participation in the island's administration. This plan was put forward as an interim measure and without prejudice to the ultimate political pattern for Cyprus, which would not be determined until after a "cooling off" period of seven years during which time it was hoped a solution acceptable to all parties could be worked out. Although maintaining that the partition of Cyprus between Greek and Turkish Cypriots would be the best solution, Turkey supported the British plan as a first step. While no longer insisting on Enosis—the union of Greece with Cyprus—Greece opposed the British plan and claimed the right of self-determination for the island, i.e. that the inhabitants should determine their own future.

Against the background of sporadic violence on the island, the Cyprus question was under continuous review during the summer and autumn months, both in direct talks between the parties and in the North Atlantic Council where attempts by NATO's Secretary-General to bring the parties together at a special conference had to be abandoned at the end of October. The issue was then taken up in the United Nations General Assembly which, after considering a number of proposals, finally adopted a resolution calling for continued efforts by the parties "to reach a peaceful, democratic and just solution". At the end of the year, little progress had therefore been made. However, despite the inconclusive outcome of the discussions in the United Nations, there was evidence at the end of the year of increased willingness to negotiate, giving grounds for hopes that a solution to this difficult problem might be worked out before too long.

*Greece:* Within Greece a general election in May resulted in a clear-cut majority for the National Radical Union party which gained 172 seats in the 300-seat Parliament. The new Government's domestic policy, as outlined by Prime Minister Constantin Karamanlis, emphasized economic and financial stability; increase of the national income; reduction of military expenditure without, however, diminishing the country's defensive strength; and improvement of the living standards of the peasants and workers. Although faced with some difficult problems, Greece in 1958 enjoyed a period of relatively stable economic expansion. The Cyprus problem apart, Greek foreign policy continued to be based on strong support for the United Nations and for NATO.

*Turkey:* Turkey was faced during 1958 with serious economic problems. In July the Turkish Government committed itself to a comprehensive and long-term economic stabilization programme including



severe restrictions on credit, a simplified foreign trade policy and the abolition of some features of the previous system such as barter and compensation deals. The introduction of this programme was co-ordinated with arrangements approved by the Council of the Organization for European Economic Co-operation whereby substantial credits would become available to Turkey both through the European Payments Union and direct by member countries of the OEEC; in addition, assistance was offered by the United States Government and by the International Monetary Fund. On the domestic political scene opposition to Premier Adnan Menderes' Democratic Party, (which holds 424 of the 610 seats in the Grand National Assembly) was strengthened by the merger of the four opposition parties into two new groups, in the most important of which the small but influential Freedom Party joined with the Republic People's Party, the second largest in the Assembly with 178 seats.

*Yugoslavia:* Relations with the Soviet bloc continue to be the fulcrum of Yugoslav affairs. After an uneasy truce during the winter of 1957-58, the Yugoslav Union of Communists decided to introduce at its Party Congress held in April a comprehensive statement of Party doctrine. This statement included a number of ideological formulations which conflicted with Soviet doctrine, and the U.S.S.R. to demonstrate its adverse reaction, decided to boycott the Congress. All other Communist Parties followed the Soviet example. The attack on Yugoslav "revisionism", led principally by China, Bulgaria and Albania, has since continued without let-up. The U.S.S.R. postponed once again its credits to Yugoslavia, amounting to more than \$200 million, and it was only after a long delay that Moscow agreed to make available 200,000 tons of wheat as originally laid down in the annual trade agreement.

In an effort to compensate for this deterioration in relations with the Soviet bloc, Yugoslavia has sought to improve relations with the West and to consolidate its friendly relations with the nations of the Middle East and Southeast Asia. Credits have been secured from the United States and the United Kingdom and several Western leaders have visited Belgrade. President Tito set out on December 1 on a 2½ month trip to the Middle East and Southeast Asia.

## 6. The Soviet Union and Eastern Europe

*Soviet Union:* Soviet policy during 1958 showed increasing energy in the pursuit of familiar goals. The drive to increase the efficiency of the system and to elicit a greater response from the population, and the effort to cope with the underlying discontent, which began to manifest itself politically as well as socially, culminated late in the year in preparations to re-define the course of high policy early in 1959. On the international scene the U.S.S.R. continued to proclaim the cause of peace, to try to disrupt the unity of the Western bloc, and to extend its own influence, particularly among the less-developed countries; but it at the same time developed a more active diplomacy than it has pursued for many years.

The abolition of the machine tractor stations, the introduction of a more economical system of agricultural procurement, and the reorganization of the educational system were the major innovations in the struggle to rationalize the state and bureaucratic structure. With a further cut in the personnel strength of the armed forces, this programme seemed to near completion, and the Government otherwise concentrated on

defining the function of the new regional economic councils which had replaced the old ministerial structure in 1957. The regime sustained its effort to dissociate itself from the evils of the past, reduced the working day, and ostentatiously addressed itself to further concessions to the consumer.

The effects of a five-year policy which was intended to substitute incentive for coercion began to emerge with greater clarity. The economic results were generally satisfactory from the point of view of the Soviet leadership, although the rate of growth had somewhat declined. But the relaxation of controls revealed the presence of a basic popular ferment which expressed itself in excessive alcoholism, indiscipline among youths and students, and unrest among the intellectuals. The last was epitomized in the book entitled *Dr. Zhivago* by Boris Pasternak, which had been denied publication in the Soviet Union for two years but was finally published in the West despite strenuous Party efforts to prevent this. The appearance of this book, following which Pasternak was awarded the Nobel Prize for his poetry, precipitated a severe attack on the author by Soviet writers, and this led Pasternak to refuse the prize.

The underlying ferment was generally recognized and attacked by the regime as a tendency toward "revisionism" (indeed, it developed that some of the more educated strata were beginning to question the primacy of the Party, that is, to challenge a fundamental concept of the Soviet system). The regime reacted vigorously: it sought by various means to foster a heightened sense of mass participation in the processes of government, launched campaigns against inebriety and immorality and imposed sanctions on youth, and told Pasternak that he could get out of the Soviet Union if he wished. Of greater political importance was the stiffening of the Central Party organ, the enhancement of the role of the Secretariat, and the assumption by Nikita Khrushchev of the reins of government in March. It was probably in the course of an effort by Mr. Khrushchev to eliminate conservative opposition to his reforms from the centre of power that the former head of the executive branch of the government, Nikolai Bulganin and Col.-General Serov, head of the state security services, were removed from office.

After indicating the broad lines of its planning, for the next twelve to fifteen years, the regime released the tentative goals of a new seven-year plan which set ambitious industrial goals and, at the same time, provided for a further increase in consumption. The scope of the plan, and the fact that its goals were unrealistically generalized as the attainment by 1970 of the United States' level of per capita output, indicated that the Soviet leadership is trying to galvanize the population into a further major effort while giving promise that pressures can be relaxed in the now foreseeable future. Thus, at the close of the year, the Soviet regime was moving forward into long-term planning after several years of major reforms, and preparations were under way for an extraordinary XXIst Party Congress in early 1959.

It was the mounting need to re-define the course of high policy, as well as a new confidence in the strategic power of the U.S.S.R., that largely explained the dynamism of Soviet diplomacy during 1958. Early in the year the Soviet Government tried to invest the issues that divide East and West with a fresh sense of urgency, and drew the threads of its policies on European security, disarmament and the Middle East into a sustained appeal to the West to negotiate a general settlement at a "summit meeting". In the face of Western resistance to this appeal,



the U.S.S.R. sought to exploit Western intervention in Lebanon and Jordan by calling for a summit meeting on the Middle East within the framework of the United Nations. When this resulted in no more than a special meeting of the General Assembly, the Soviet Union appeared, for a time at least, to abandon its campaign for a summit meeting and to accept the Western formula of negotiations at lower levels on more specific issues, such as the cessation of nuclear tests and the detection of surprise attack. However, in November, after the U.S.S.R. had announced its intention to withdraw from East Berlin, it revived its appeal for a summit meeting.

At the same time the U.S.S.R. was seriously exercised by the need to maintain the unity of the communist bloc. On the one hand, it conducted a strong campaign against "revisionism", as symbolized in the Yugoslav Party programme, a campaign which culminated in the execution of former Premier Nagy and of other Hungarian rebel leaders; at the same time, the Soviet Union sought to cement economic ties within the bloc by an intensified effort to co-ordinate the economies of its members; on the other hand, it sought to implement the promise made in October 1956 of a relaxation of controls over the satellites by slightly reducing its garrisons in Eastern Europe and by re-affirming its understanding with Poland. Of the communist movement outside the Eastern bloc, which remained committed to "co-operation with the socialist parties for the maintenance of the peace", Moscow appeared to take a somewhat gloomier view.

In the Far East, the crisis over the Chinese off-shore islands led the Soviet Government to announce its support for the defence of China in unprecedentedly strong terms; however, it was careful to ensure that this fell short of support for Chinese irredentism. The Soviet reaction to this crisis, together with other indications, gave grounds for belief that Communist China was not entirely in sympathy with all aspects of Soviet foreign policy and, in particular, did not necessarily share the Soviet view of the urgency of a settlement with the West in Europe and in the field of nuclear disarmament.

The U.S.S.R. continued its drive to expand its diplomatic and commercial links with the non-communist world, especially in Africa and Latin America, and made important progress in the latter area by extending a large credit to Argentina. The Soviet Government showed a continued interest in co-operation in international organizations of a non-political character; in the United Nations, however, it showed a tendency to stiffen its claim to equality with the West, and with the U.S.A. in particular, by adopting an increasingly rigid position on the composition of international bodies, such as the Committee on the Peaceful Use of Outer Space.

*Eastern Europe:* 1958 was not a year of dramatic developments in Eastern Europe. Emphasis was placed on consolidation and on orthodoxy, the chief feature of which has been a persistent attack on Yugoslav "revisionism".

There was little change in the domestic situation in Poland. The position of Premier Gomulka within the Polish United Workers' Party was further strengthened by consolidation of his general line of policy, by dismissal from Party organs of his most outspoken opponents, and by the support which he received from the Soviet regime. The policy of not forcing peasants to join collective farms was emphatically reaffirmed and, in the territories acquired from Germany at the end of the war, peasants have been permitted to buy land from the state. During the summer,



and beginning with the forced search of the monastery at Jasna Gora, there was an open deterioration in the already uneasy relations between the Church and the State. The conflict centered principally around responsibility for religious education and the disposition of goods received from Roman Catholic charities in the United States. Both sides seem to have appreciated the dangers of intransigence and, since the opening of the school year, Church-State relations appear to have improved.

During the year Poland's foreign policy was aligned even more closely with that of the U.S.S.R., the identity of approach being underlined during the visit to Moscow in October of a Government and Party delegation led by Wladyslaw Gomulka, the Party's First Secretary. There were, in addition, a number of high-level meetings between Soviet and Polish leaders, at which this closer alignment was worked out. Notable steps in this direction were Mr. Gomulka's endorsement of the Soviet interpretation of the Hungarian uprising and his association with the bloc attack on Yugoslav revisionism. This has not, however, prevented Poland from pursuing an active foreign policy of its own. The most notable Polish initiative in this field has been the successive versions of the Rapacki Plan proposing the establishment of a nuclear-free zone in Central Europe. Relations with the United States have remained relatively good; in May the United States extended credit for \$98 million, three-quarters of which was for surplus food and agricultural products.

In Hungary the execution of Imre Nagy, General Maleter and others was the dramatic development of the year. The decision appeared to have been taken not long before the executions were announced on June 16 and seemed to have been decided upon for reasons relating to the problems of the Soviet bloc as a whole, rather than to the domestic situation in Hungary. Although Janos Kadar stepped down as Prime Minister in January to be replaced by Ferenc Muennich, the former's relatively moderate policy has been preserved. In the elections held in November, Matyas Rakosi's supporters were in the main excluded, although most of them have returned to Hungary. Repression continued during most of the year but there was some let-up after the elections. The Government continued its policy of trying to raise the standard of living to the highest possible level and has not reimposed forced collectivization.

Within the rest of the Soviet bloc the emphasis has been placed on orthodoxy. Party Congresses were held in Czechoslovakia, East Germany and Bulgaria, and in Bulgaria and Albania there appear to have been formed some communes on the Chinese model. In all these states, with the exception of Poland and Hungary, there has been re-emphasis on rapid collectivization. Security regulations have also been tightened, although in East Germany some controls had to be relaxed since this pressure had resulted in increased flights of refugees through Berlin. All the states continued with their plans for industrial reorganization, with Czechoslovakia and Poland appearing to have moved farthest in this direction.

The U.S.S.R. continued to implement policies formulated after the troubles in Poland and Hungary to achieve a more effective consolidation of the bloc. As a means of improving relations, Soviet troops were totally withdrawn from Rumania and the Soviet garrison in Hungary reduced. Continuous emphasis was placed on the expansion of the activities of the Council for Mutual Economic Aid, this being stressed at a meeting of the economic ministers of the bloc in May. At the same time there was held a meeting of the Warsaw Pact at which an offer of a non-aggression pact to the West was formulated.

## V

### THE MIDDLE EAST

1958 was a year of swift and far-reaching political change in the Middle East and, in contrast to previous years, inter-Arab rather than Arab-Israeli issues provided the chief focus of attention. The middle of the year saw the situation in the Middle East become the subject of a major international crisis following the revolution in Iraq and the landings by forces from the United States and United Kingdom in Lebanon and Jordan; by the end of 1958, however, as a result of United Nations efforts and other factors, a marked improvement had been effected in inter-Arab relations, although the pattern of the future remained uncertain. No progress was made during 1958 towards a general settlement of the Palestine problem, and there were a number of incidents on certain sectors of the Arab-Israeli borders.

The first notable development of the year was the announcement, at the end of January, of the intention of Syria and Egypt to merge into a new political entity, to be known as the United Arab Republic (U.A.R.). The impetus appeared to come from Syria, long a centre of pan-Arab aspirations and with leaders who seemed increasingly convinced of the need to merge with Egypt as a means of release from external pressures and internal conflicts. The formation of the U.A.R. on February 21 was soon followed by the establishment of the Arab Union, a federation of the Kingdoms of Iraq and Jordan, as yet another expression of Arab aspirations towards unity. Canada and most other countries recognized both these new political entities soon after their formal establishment; Canadian recognition of the U.A.R. was effected on February 24, and recognition of the Arab Union on May 30 after the formation of a central government.

Meanwhile the political situation in the small half-Moslem, half-Christian, country of Lebanon had been growing more and more tense as a result of dissension between factions over a number of domestic and foreign issues. Widespread disturbances broke out on May 9, and a large part of the country soon passed out of the effective control of the Government of President Chamoun. On May 22 the Lebanese Government submitted a formal complaint to the United Nations Security Council, claiming extensive U.A.R. intervention in the internal affairs of Lebanon, including the infiltration of armed bands, the supply of arms to opposition elements, and a violent press and radio campaign against the Lebanese Government. After the Arab League, which had also been seized of the matter, had failed to reach a decision, the Security Council heard the Lebanese case and the U.A.R. reply in detail, and adopted on June 11 a resolution providing for the despatch of a United Nations Observation Group (UNOGIL) to Lebanon to ensure that there was no infiltration of personnel or arms across the Lebanese borders. Canada, which had been among the ten Council members voting in favour of this resolution, was soon called upon, with a number of other countries, to provide officers



for the new United Nations body, and the Canadian contribution eventually reached 78 out of a total of 591 officers and men from 19 countries. UNOGIL rapidly expanded its activities and by July 15 access to all sections of the Lebanese frontier was obtained.

On July 14, however, the situation in the area had been transformed by a sudden and violent revolution in Iraq, which led to the overthrow of the monarchy, the proclamation of a Republic, and Iraq's withdrawal from the newly formed Arab Union. On the following day United States forces landed in Lebanon in order, as President Eisenhower stated, to protect the safety of United States citizens in that country and, at the urgent request of President Chamoun, to assist the Lebanese Government to preserve its territorial integrity and political independence, pending United Nations action which would achieve this end and thus permit a United States withdrawal. Two days later, on July 17, United Kingdom forces landed in Jordan after the receipt of a request from King Hussein for military assistance to Jordan in the light of interference in its domestic affairs by the U.A.R., as stated in a Jordanian complaint submitted the same day to the Security Council. Like the United States in the case of Lebanon, the United Kingdom made clear its readiness to withdraw if the United Nations could make effective arrangements for Jordan's protection.

All efforts to achieve unanimity among the permanent members of the Security Council having failed, interest then came to centre on Premier Khrushchev's suggestion of July 19 for the holding of a "summit meeting", with the participation of India and the United Nations Secretary-General, to discuss the Middle Eastern situation. Canada and other countries, while deprecating the terms in which the suggestion was made, supported the idea of a meeting and urged that it be held within a United Nations context. Mr. Khrushchev subsequently withdrew his proposal, however, and an emergency special session of the United Nations General Assembly was then summoned to deal with the crisis, in accordance with a resolution submitted to the Security Council by the United States. Toward the end of the Assembly session, which began on August 8, Arab solidarity suddenly and unexpectedly reasserted itself, and on August 21 the Assembly ended its deliberations by adopting unanimously a draft resolution, presented by all the Arab members of the United Nations, which re-affirmed Arab League pledges of mutual respect and non-interference, and requested the Secretary-General to make practical arrangements to help in upholding the Charter in relation to Lebanon and Jordan and thereby to facilitate United States and United Kingdom withdrawal. This resolution embodied, in slightly different form, most of the significant features of a resolution which Canada and six other countries had already submitted for the consideration of the Assembly, but which had not yet been voted on.

The trend was thereafter towards improvement. The internal situation in Lebanon became stable soon after the assumption of office by a new President on September 23; the Secretary-General reported to the General Assembly on September 30 regarding his success in arranging for special United Nations representation in Jordan and elsewhere in the area in implementation of the August 21 resolution; and on October 25 and November 2, respectively, the last United States and United Kingdom



forces left Lebanon and Jordan. On November 16, the Lebanese Government requested the deletion of its complaint from the agenda of the Security Council, and the withdrawal of UNOGIL was completed by December 9.

During 1958 there were a number of other significant developments in inter-Arab relations as well as within the various Arab countries. A border dispute between Sudan and Egypt in February led to a brief discussion by the United Nations Security Council of a Sudanese complaint of Egyptian troop concentrations near the Sudanese frontiers. An amicable solution of the difficulty was reached when the Council took note of the Egyptian authorities' declared intention not to press for an immediate settlement of the boundary question. At the beginning of October, partly as a sequel to the co-operation of the Arab states at the General Assembly session in August, Tunisia and Morocco became members of the Arab League. However, disturbed relations continued to prevail between Tunisia and the U.A.R. and in fact their relations deteriorated considerably following an incident in the Arab League Council on October 11. Other noteworthy developments included a significant change in the Saudi-Arabian Government in March, a bloodless military coup in the Sudan in November, and continued disturbances in the interior of Oman as well as along the troubled Aden-Yemen frontier.

Of considerable significance were developments in Iraq subsequent to the July 14 revolution. Soon after its accession to power, the new Iraqi Government, which Canada recognized on August 1, expressed the wish to have friendly relations with all countries, including those of the West and the U.S.S.R. It emphasized, however, its desire to have especially close relations with the other Arab countries, mentioning specifically the U.A.R. The new Iraqi Government has also stated its intention to respect existing oil agreements, although it would seek to have them amended through negotiation, and to honour Iraq's treaty obligations.

There were no major outbreaks along the Arab-Israeli frontier. The eight-nation, 5,445-strong United Nations Emergency Force (UNEF), in which Canada maintained its participation with one of the largest contingents (totalling 975 men on August 15, 1958), continued to carry out, with general success, its task of preserving peaceful conditions along the Egyptian-Israeli armistice demarcation line and international frontier. UNEF is still deployed only on Egyptian-controlled territory, since it has not yet been possible to secure full implementation of the United Nations Assembly resolution of February 2, 1957, which calls for the Force to be placed "on" the demarcation line. Arrangements have been made for the financing of the UNEF operation over the past two years through the levying of charges against all United Nations members according to the regular scale of assessments. However, this formula, which has consistently been supported by Canada as equitable and reflecting the responsibility of all United Nations members to contribute to the maintenance of international peace, is meeting growing opposition in the General Assembly. There is also cause for serious concern over the failure of a number of member states to pay their assessed contributions.

Most of the other sectors of the Israeli-Arab borders were relatively quiet during the year, but incidents occurred both at Jerusalem and along the Israeli-Syrian border. In continuation of its discussion initiated in 1957, concerning a Jordanian complaint against Israel tree-planting

activities in the Government House area at Jerusalem, the Security Council in January unanimously adopted a resolution which directed the Chief of Staff of the United Nations Truce Supervision Organization (UNTSO) to regulate activities within the area, bearing in mind questions relating to the ownership of property there, and suggested discussions between the parties and temporary suspension of disputed activities in the area. No further controversy arose during the year on this issue. The Mount Scopus enclave at Jerusalem was the subject of extensive discussions carried out during the earlier part of the year by representatives of the Secretary-General with the two parties, and it was also the scene, on May 26, of a serious incident involving the death of four Israelis and Lieutenant-Colonel George Flint, a brave and distinguished Canadian officer serving as Chairman of the Jordan-Israel Mixed Armistice Commission.

There were a number of incidents along the Israeli-Syrian border during 1958, many of which arose as a result of disputes concerning the borders of the demilitarized zones and land ownership within the zones. A particularly serious incident on December 3, involving a prolonged exchange of artillery fire, resulted in an Israeli complaint to the Security Council, regarding a "grave act of aggression" by U.A.R. armed forces. After consideration of a report by the UNTSO, the Council informally agreed on December 15 that the United Nations Secretary-General's intention to discuss the situation on the spot with Israel and the U.A.R. should be noted and that co-operation with the UNTSO by both sides must be continued.

No step was taken during the year toward a general Arab-Israeli political settlement, and the United Nations Relief and Works Agency for Palestine Refugees (UNRWA) continued to have the responsibility of providing essential relief services, on a subsistence level, for approximately 960,000 Arab refugees. At the beginning of the year the Agency's rehabilitation and education programmes were seriously menaced because of lack of funds, but a special donation of \$1.5 million worth of flour from Canada, followed by a large matching contribution from the United States, went some way towards temporarily averting a financial crisis. Even so, UNRWA found itself unable to resume some of its most constructive vocational training and small-scale resettlement programmes. The special Canadian donation was in addition to Canada's normal cash contribution of \$500,000; Canada is now the third largest contributor to UNRWA, although the United States and the United Kingdom pay the greater part of the Agency's expenses. As UNRWA's mandate ends in 1960, the Secretary-General announced to the General Assembly in December that he was planning to look into the technical operation of UNRWA in preparation of such proposals as he might consider helpful or necessary to put forward to the Assembly in 1959 regarding the Agency.

Canada, through its current membership in the Security Council, its active role in the General Assembly, and its contacts in the area, was naturally closely concerned by the year's grave events in the Middle East. In the light of the continuing crisis, steps were taken to strengthen Canadian diplomatic representation in the area by the appointment of resident Ambassadors in Lebanon and Israel—where in the past the Canadian missions had normally been headed by *chargés d'affaires*—and by the establishment of a Legation in Tehran.



## VI

### THE AMERICAS

#### 1. The United States

The relations between Canada and the United States during the year 1958 continued to be friendly and co-operative. The two Governments were convinced of the necessity for closer consultation on problems of mutual interest, as was illustrated by the visit to Ottawa in July of President Eisenhower and Secretary of State Dulles.

Because of the determination to co-ordinate at the highest possible level the already extensive co-operation in military matters, President Eisenhower and Prime Minister Diefenbaker were able to announce the creation of a Joint Ministerial Committee on Defence Matters, to be composed of the Ministers of National Defence, Finance and of External Affairs of Canada and their colleagues of corresponding United States Departments. The Committee will consult on matters bearing upon the common defence of the North American continent, which lies within the North Atlantic Treaty area.

The network of economic relationship between Canada and the United States is largely the creation of private initiatives, some of them involving the establishment in Canada of subsidiary plants. Because of certain United States laws restricting the trade relations with communist countries, problems can arise when laws applicable to the parent company in the United States are held to be equally applicable to the subsidiaries established in Canada. Recognizing the special nature of such problems, President Eisenhower and Prime Minister Diefenbaker agreed that in these cases there will be full consultation between the two Governments with a view to finding, through appropriate procedures, satisfactory solutions to concrete problems as they arise.

An important event in Canada-United States relations during the year was the publication on May 5 of a report by Representatives Hays and Coffin of the United States Congress on mutual problems between the two countries. The report mentioned many outstanding issues and urged that consultation take place between parliamentarians of the two countries. On the basis of this report, Congressmen Hays and Coffin undertook a tour of Canada during the fall with a view to studying the effect of the United States economic policies in Canada.

As a result of action taken in the Canadian Parliament and the United States Congress, legislators of the countries are to meet in early 1959 in order to provide the means whereby increased systematic discussions between them on problems of common concern can take place on a regular basis.

The International Joint Commission held its semi-annual meetings in Washington and Ottawa in April and October. The Commission was created under the Boundary Waters Treaty of 1909 to deal with the problems involving the use and obstruction of waters flowing along or



across the United States-Canada boundary. At these meetings the Commission studied and dealt with a number of items, and steady progress has been made on a number of references.

The Commission decided to recommend to the Governments of Canada and the United States the implementation of a method of regulating the discharge from Lake Ontario and the flow through the International Rapids Section of the St. Lawrence River so as to safeguard the interests of all concerned, upstream and downstream, as required by the International Joint Commission Orders of 1952 and 1956.

The Commission also recommended the application of certain interim measures for the apportionment of the waters of the Souris River in the State of North Dakota and the Provinces of Saskatchewan and Manitoba.

The Commission gave further consideration to the problems involved in the raising of water levels in the Ross Reservoir on the Skagit River in Canadian territory.

Consideration was given to the economic feasibility of developing the international tidal power potential of Passamaquoddy Bay, and a study was made of the effects of these works on fisheries of the area. The final reports of appointed boards of engineers and fisheries experts will be ready in 1959.

Air and water pollution in the Great Lakes area has been under constant study. A report by an advisory board on the elimination of air pollution in the Detroit River area was filed with the Commission in October. Public hearings are expected to be held in 1959. On the other hand, much work has been done and is being pursued by municipalities and industries to eliminate pollution in the connecting channels of the Great Lakes.

The Canadian Government has considered a report from a committee of officials on the economic aspects of the potential development of the Columbia River including principles for the division of downstream benefits. The Government has recommended that negotiations be undertaken with the United States to make the co-operative development possible, on the basis of Canadian ownership and control of projects built on the river in Canada. At the same time, the Government felt that Canadian and United States sections of the International Joint Commission should be instructed to work out methods for determining and apportioning both the downstream benefits from water stored upstream and the value of such storage for flood control.

The Governments of the United States and Canada have agreed on the terms under which a cut-off channel would be dredged in the St. Clair River in order to improve navigation facilities in this area. Although the cut-off channel will be dredged on Canadian territory, the project will be undertaken under the supervision of United States Army Corps of Engineers as part of the over-all responsibility assumed by the United States to dredge the channels connecting the Upper Great Lakes.

Co-operation between Canada and the United States on fisheries conservation continued during the year. In 1957 Canada and the United States, together with Japan and the U.S.S.R. signed and brought into force the Interim Convention on North Pacific Fur Seals providing for restrictions on hunting in the open sea during a six-year period in order to carry out a conservation programme. Since only the United States and the U.S.S.R. undertake commercial pelagic sealing on land, each is

bound by the Treaty to deliver to Canada and Japan 15 per cent of its annual catch of seals. Under the terms of this Convention, Canada took delivery during 1958 of 11,332 seal skins from the United States and 1,946 from the U.S.S.R.

The past year has seen two notable developments in continental defence. During the course of President Eisenhower's visit to Ottawa in July it was agreed that, because of the increasingly intimate co-operation between the two Governments in this field, it would be desirable to establish a joint committee at the ministerial level to "consult on matters bearing upon the common defence of the North American Continent". Such a committee, it was agreed, would "in a supervisory capacity, supplement and not supplant existing joint boards and committees". The Notes exchanged subsequently to record the agreement formally specified that the Committee, to be known as the Canada-United States Committee on Joint Defence, would review "not only military questions, but also the political and economic aspects of joint defence problems". By this means the importance of the fullest possible consultation between the two Governments on all matters affecting the joint defence of North America was recognized. The Committee held its first meeting in December.

The second significant development was the exchange of Notes of May 12 formally establishing the North American Air Defence Command (NORAD), which had been set up on a provisional basis in August 1957. This exchange of Notes was approved by Parliament in June. For some time it had been realized that the air defence of North America had to be thought of as a single problem, but the speed and tempo of technological developments and the requirements of an air defence control system to keep pace with them demanded even closer measures of co-operation than previously existed. An integrated headquarters exercising operational control over assigned forces and prepared to take immediate defensive action in accordance with a single air defence plan approved by both Governments, would it was agreed, assist the two Governments to develop and maintain their individual and collective capacity to resist air attack. In this way NORAD will support the strategic objectives established in NATO for the Canada-United States region. Both Governments have agreed to the appointment of General Earl E. Partridge, USAF, as Commander-in-Chief NORAD and of Air Marshal C. Roy Slemon, RCAF, as his Deputy.

## 2. Latin America

In 1958 Mr. Sidney Smith became the first Canadian Secretary of State for External Affairs to visit Latin America. In response to an invitation from the Brazilian Government, he spent from November 17 to November 29 in Brazil. From there he flew to Mexico where he headed the Canadian Special Mission to the inaugural ceremonies marking the beginning of the term of office of the new President, H. E. Lic. Adolfo López Mateos.

In Brazil Mr. Smith had conversations with President Juscelino Kubitschek de Oliveira and with Foreign Minister Francisco Negro de Lima. The President placed his official aircraft at the Minister's disposal to go to Brasilia, Brazil's new hinterland capital, and from there to Sao Paulo, Brazil's largest city and largest industrial centre. While



in Rio Mr. Smith held a two-day conference with the heads of the Canadian diplomatic missions in South America to review their problems and study Canadian political, economic, and cultural interests in the area.

On May 8 the Minister of Citizenship and Immigration, Mrs. Ellen Fairclough, headed the Canadian Special Mission to the inauguration of President Arturo Frondizi of Argentina.

Eight Latin-American nations held presidential elections this year. For three of them—Argentina, Colombia and Venezuela—this marked a return to full constitutional and democratic process. For Venezuela in particular this was an eventful year. An abortive coup against the President Pérez Jiménez early in January was followed by a successful one later in the month, in which much blood was shed. A governing junta, made up of military and civilian members, was constituted under Rear Admiral Wolfgang Larrazabal as chairman and the junta promised free elections as soon as possible. These were held on December 7 and Romulo Betancourt, leader of the Democratic Action Party, won over two other candidates, one of whom was Admiral Larrazabal himself, who had resigned from the junta in order to run for the presidency.

Three other countries—Mexico, Chile and Uruguay—also held elections and, in Mexico and Chile, the elected candidates, Adolfo López Mateos and Jorge Alessandri, respectively, were already in office by the end of the year. In Uruguay, the election had historic results: for the first time in 93 years, the opposition “Blanco” (White) Party defeated the “Colorado” (Red) Party to gain control of the National Executive Council, a nine-man body which, on the Swiss pattern, constitutes the Executive in lieu of a President.

In Cuba the presidential election held in November did not bring peace to the country. By the end of the year the rebel leader, Fidel Castro, had made undoubted progress in his attempt to gain control of the eastern regions of Cuba, in spite of a serious setback at Easter when an “all-out war” he launched against President Batista’s Government did not produce the results he expected.

Canadian exports to the area reached the sum of \$18 million, a decrease of \$20 million over the previous year. Imports totalled \$350.2 million a decrease of \$29.7 million. The largest import item by far was oil from Venezuela.

As in past years a number of international or inter-American meetings were held in Latin America which Canadians attended. Of note were the meeting of the Inter-Parliamentary Union in Rio de Janeiro, from July 24 to August 11 in which Senator J. M. Dessureault and Mr. E. J. Broome, M.P., participated; two meetings of subsidiary bodies of the Inter-American Statistical Institute, one in Costa Rica, from July 14 to July 26, and the other in Buenos Aires, from November 17 to November 29, both of which were attended by the Assistant Dominion Statistician, Mr. J. T. Marshall; the fifteenth Pan-American Sanitary Conference in Costa Rica, from September 21 to October 6, in which Dr. B. D. Layton of the Department of National Health and Welfare represented Canada; and the eighth Cartographic Consultative meeting of the Pan-American Institute of Geography and History in Havana, from February 12 to February 22, at which Mr. W. H. Miller, Director of Surveys and Mapping Branch, Department of Mines and Technical Surveys, was Canadian observer.



## VII

### EAST ASIA

#### 1. China

Relations between Canada and China remained unchanged during the year. Canada continued to recognize the Government of the Republic of China (Nationalist China) installed on Taiwan since 1949.

In Communist China the yearly session of the National People's Congress revealed ambitious economic plans and a much improved financial situation. This, and the progress of the Rectification Campaign in making the population more amenable, permitted the Peking regime to call for a "great leap forward" in industrial production and 1958 production targets were raised repeatedly, that for steel being set at over 10 million tons, a figure nearly double the actual production in 1957. Much of the increase was to be accounted for by the development of local industry; and many small industrial plants producing such materials as pig-iron, cement and fertilizers were established.

Increased industrial development was made possible in part by a very large grain crop estimated by the Chinese Communist authorities at 350 million tons, which represents a crop close to double last year's. Such a result is to be explained to a large extent by the vast campaign to improve and extend irrigation works undertaken last winter. An important development occurred in the country-side with the establishment of people's communes, which now serve as the basic political, social and economic unit outside the large cities. Extension of the movement to cities was delayed. The communes assure greater labour mobility, but at the same time they permit a more thorough political control and communization of individual life than that which exists in the Soviet Union or elsewhere in the communist bloc.

In foreign policy Peking adopted an increasingly uncompromising policy towards countries aligned with the West. In August shore batteries in Fukien Province began a sustained bombardment of the Nationalist-held offshore island of Quemoy. In September talks about outstanding issues were begun in Warsaw between the United States and Communist Chinese Ambassadors. In October Mr. Dulles visited Taiwan to confer with President Chiang Kai-shek. On October 23, they issued a joint communique in which it was recognized that under the conditions then prevailing the defence of Quemoy was closely related to the defence of Taiwan. The United States recognized that the Republic of China was "the authentic spokesman for Free China" and the Republic of China expressed the belief that the principal means of successfully achieving its mission on the mainland was the implementation of "nationalism, democracy and social well-being and not use of force".

The bombardment of Quemoy was suspended for a time and then resumed on alternate days. In spite of the relative relaxation of tension by the end of the year, no apparent progress was made towards settling the fundamental issues of the China problem.

## 2. Northeast Asia

In Korea during 1958 the basic provisions of the Armistice Agreement of July 1953 continued in effect but the cause of a proper peace settlement was not appreciably advanced. Korea remained a land divided.

In February the North Korean authorities advocated certain measures relating to the unification problem. These included proposals that all foreign troops should be simultaneously withdrawn from North and South Korea and that within a definite period from such withdrawal All-Korea free elections should be held under the observation of a neutral-nations organ. The Chinese Communist authorities were quick to endorse these proposals and to announce that they would withdraw their troops from North Korea before the end of the year. In reply the governments of the countries which had contributed forces to the United Nations Command (including Canada) reaffirmed their aims in Korea. They welcomed the announcement that the Chinese forces were to be withdrawn and sought clarification concerning the proposals for elections. The Chinese Communist authorities then brushed aside the question of the principles on which elections should be held and insisted that only a complete withdrawal of all foreign forces from Korea would provide the necessary condition for a peaceful settlement of the Korean question. The United Nations side retorted that the principles for elections lay at the heart of the matter and that the governments concerned were prepared to take their forces out of Korea when the conditions for a lasting settlement laid down by the United Nations General Assembly had been fulfilled.

This was the situation when the thirteenth session of the General Assembly began its consideration of the Korean problem in November. The General Assembly passed a resolution which noted the exchange of correspondence with the Communist authorities, drew to the attention of these authorities the continued determination of the United Nations to bring about by peaceful means a unified, independent and democratic Korea under a representative form of government and the full restoration of international peace and security in the area, called upon these authorities to accept the established United Nations objectives in order to achieve an appropriate Korean settlement, and urged them to agree to participate at an early date in the holding of genuinely free elections on a basis proportionate to population in accordance with the principles endorsed by the General Assembly.

While the General Assembly was considering the Korean problem the Chinese Communists and the North Koreans, in a note communicated to the governments of countries on the United Nations side, again insisted that the United Nations force be withdrawn from Korea. Since all the questions raised in this note had been answered in detail in previous correspondence and in the United Nations resolution, the governments concerned replied accordingly.

In Japan general elections for the House of Representatives were held in May and they resulted in little change in the relative standing of the two major political parties—the Liberal Democrats and the Socialists. The former, under the leadership of Prime Minister Nobosuke Kishi, retained power. They won 287 seats and the Socialists 166. Thus, the two-party system passed another milestone in its development in a

Japanese environment. After the elections Mr. Kishi was again elected Prime Minister by both Houses of the Diet and shortly thereafter he formed a new Cabinet.

In January Japan and Indonesia signed a treaty of peace and other agreements under which Japan undertook to pay certain reparations, to cancel the Indonesian trade debt, and to facilitate commercial loans and investments to Indonesia. Another significant development concerned Sino-Soviet trade. In March, Japanese and Communist Chinese interests negotiated a private trade agreement calling for trade totalling £35 million in each direction. Nevertheless, the Peking regime, for political reasons, subsequently imposed a virtual embargo on trade with Japan. During the year a new Soviet-Japanese trade agreement was signed and further discussions were held by Japan and South Korea with a view to the establishment of diplomatic relations. In the fall of the year talks were begun in Tokyo between Japan and the United States on revision of the Security Treaty which both countries signed in 1951 and which has formed the basis of Japan's defence co-operation with the United States.

Mr. Fujiyama, the Japanese Minister for Foreign Affairs, came to Canada briefly in September and Mr. Fleming, the Minister of Finance, spent a week in Japan in November.

### 3. Southeast Asia

Canada's relations with Southeast Asia developed further during 1958 with the establishment of direct diplomatic relations between Canada and Burma. (The Canadian High Commissioner to Malaya was accredited also as Canadian Ambassador to Burma. The Burmese Ambassador to the United States, resident in Washington, received dual accreditation as Ambassador to Canada.)

Politically the year was a troubled one in Burma. A split in the governing Anti-Fascist People's Freedom League party was brought into the open at a special session of the Burmese Parliament early in June when Prime Minister U Nu defeated an attempt to oust him. An additional factor in the unstable political situation was provided by an announcement of the People's Comrade party, which had been legalized by a government amnesty for communist rebels who had been carrying on guerilla activities against the Government, that the party's goal was the creation of a communist state. Prime Minister U Nu announced on September 26 that he had requested the Supreme Commander of the Armed Forces, General Ne Win, to take over the Government. General Ne Win was officially installed as Prime Minister by the Burmese Parliament late in October. He headed an interim government to hold power pending elections to be held some time before the end of April 1959. The interim Government stated that it would continue to follow a neutral foreign policy and that it would maintain internal security.

The internal dissension which had troubled Indonesia during 1957 culminated in open rebellion in 1958, when dissident groups in Sumatra and the North Celebes proclaimed a revolutionary government headed by Dr. Sjafruddin, former Governor of the Bank of Indonesia. The Central Government under President Sukarno outlawed the military and civilian leaders of the rebel group and, early in March, government forces instituted military operations against them. By the first part of May



organized resistance was virtually ended in Sumatra and by the end of June major military operations in the Celebes were almost at an end. However, rebel guerilla activities continued to be carried out in both areas and government forces to be involved in mopping-up operations.

In addition to the problem of internal security the Indonesian Government was faced with finding solutions to wide-spread dissatisfaction in the outer islands over what they considered to be the excessively centralized administration (one of the major factors in the outbreak of the rebellion) as well as the country's continuing economic problems which had been increased by the economic disruption consequent to the rebellion. The Government formed a National Planning Board to tackle these problems but was not free to devote full attention to the economic situation until operations against the rebels had been completed. More economic legislation included a Bill nationalizing Dutch interests (which were actually taken over in December 1957) and a Bill providing the basis for foreign investment in Indonesia. The Netherlands-Indonesian dispute over West New Guinea remained unresolved but was not brought before the United Nations as it had been for the past several years.

In Thailand, as in Burma, there was a change of government in 1958. On October 20 the Supreme Commander of the Thai Armed Forces, Field Marshal Sarit Thanarat, assumed power in a bloodless coup with the agreement of Prime Minister Thanom Kittikachorn and of the King. It was Field Marshal Sarit who in 1957 ousted the long-established regime of Field Marshal Pibul Songgram and in January 1958 established Prime Minister Thanom in office. Apparently both internal and external factors were responsible for the coup, for Field Marshal Sarit claimed that communist agents had interfered with the governing of the country and had stimulated distrust between Thailand and friendly nations. The constitution was suspended by the new Government, political parties banned, and suspected communists arrested. While a new constitution was being prepared the control of the country rested with a revolutionary council of military and civilian officials headed by Field Marshal Sarit.

Externally Thailand's relations with Cambodia, which had improved for a time, deteriorated suddenly late in the year with the Cambodian notification of "provisional suspension" of diplomatic relations on the grounds that current developments, especially attacks against Cambodia in the Thai Press, necessitated this action. The Thai Government recalled its Ambassador to Cambodia and closed the border between the two countries. While there had been no settlement of the rift by the year's end, there were indications that relations might soon be re-established.

There were further constitutional developments in Singapore during 1958. A new constitution was negotiated in May, to be introduced following general elections. Under the constitution, the United Kingdom would retain control of defence and external relations, while an elected parliament would be responsible for the internal self-government of the new state. The United Kingdom would be empowered to suspend the constitution in an emergency. The political situation in Singapore was uncertain because of the impending constitutional changes. The colony had a considerable problem in internal security because of the strength of pro-communist sympathizers among the colony's large Chinese population. During the past year it experienced some economic difficulties arising from changes in the traditional trading patterns in the area.

#### 4. International Supervisory Commissions in Laos, Cambodia and Vietnam

During 1958 Canada continued to serve with India and Poland on the three international commissions, established in July 1954, to supervise the Cease-Fire Agreements in Laos, Cambodia and Vietnam made as a result of the Geneva Conference. The evolution of political events in these countries, however, permitted a reduction in Canada's commitments in the course of the year.

In Laos the re-establishment of the administration of the Royal Laotian Government in the two northern provinces of Phong Saly and Sam Neua, which was the subject of an agreement reached late in 1957, was followed in May 1958, by supplementary elections. With the validation of these elections, the Government of Canada considered that the tasks assigned to the Commission in Laos in 1954 had been accomplished. The Canadian and Indian representatives subsequently supported a resolution providing for the adjournment of the Commission in Laos *sine die*, with the proviso that the Commission might be reconvened in accordance with normal procedures. This resolution was carried by a majority vote late in July. As a result the International Commission in Laos stood adjourned and the Canadian, Indian and Polish Delegations were withdrawn from Laotian territory.

In the Cambodian Commission the Canadian Delegation, which was sharply reduced in strength, continued to maintain the position that Cambodia also had fulfilled its obligations under the Cease-Fire Agreement and that the International Commission in that country should wind up its activities. It was not possible, however, to effect withdrawal of the Cambodian Commission.

In Vietnam the political situation remained largely unchanged in 1958 and no apparent progress was made towards reunification of the country. The International Commission in Vietnam therefore continued to supervise and control the implementation of the Cease-Fire Agreement by the authorities of the two zones of this divided country. The regular work of the Commission continued to be mainly concerned with the military clauses of the Cease-Fire Agreement. Little progress was made in bringing about a more effective operation of the fixed teams, with the result that serious gaps remained in the Commission's arms control system, particularly on the land and sea frontiers of North Vietnam.

In the course of 1958 the Canadian Delegation on the Vietnam Commission pressed for changes in the Commission's structure which would in the Canadian view permit the Commission to function as effectively as possible in the circumstances but with greater economy. It was possible to reduce the Canadian commitment in Vietnam to a certain degree and Canadian policy was to continue to seek reductions in agreement with the other countries concerned.

## VIII

### LEGAL AND CONSULAR AFFAIRS

#### 1. Legal Affairs

During 1958 the Department continued to deal with problems connected with the legal aspects of Canada's international relations. A number of these involved consultation and co-operation with other Departments and agencies of the Government. To illustrate the scope of this side of the Department's work mention might be made of some of the subjects dealt with which in varying degrees had legal implications: the application of the *Visiting Forces Acts* to foreign military personnel in Canada, extradition problems, Canada's boundary waters, a variety of questions arising out of Canada's memberships in the United Nations (and its Specialized Agencies) and in NATO, the Geneva Red Cross Conventions, recognition of new governments and the status of the United Nations Expeditionary Force and of the International Supervisory Commission for Indochina. The Department also continued to take an active part in the study of questions within the competence of the Sixth Committee of the United Nations General Assembly including those relating to the Law of the Sea (dealt with in greater detail below), Arbitral Procedure, and Diplomatic Intercourse and Immunities.

A Canadian Delegation participated in the International Conference on the Law of the Sea held at Geneva, Switzerland, February 24 to April 28, 1958. A report by the International Law Commission of the United Nations covering all aspects of the law of the sea formed the basis for the Conference discussions. The Department, in consultation and co-operation with other Departments, had made an intensive study of the Law Commission's recommendations and the Canadian Delegation, led by Mr. George Drew, Canadian High Commissioner in London, played a prominent part in the proceedings of the Conference. The Conference drew up four international conventions: on (a) the Territorial Sea and the Contiguous Zone, (b) the High Seas, (c) Fishing and Conservation of the Living Resources of the High Seas, and (d) the Continental Shelf. These instruments, together with an Optional Protocol on the Compulsory Settlement of Disputes, which were signed by Canada at the conclusion of the Conference, represent a very substantial achievement. No agreement, however, could be reached on the vital questions of the breadth of the territorial sea and of a coastal state's right to a contiguous fishing zone.

Canada played a major role in the discussions and negotiations which sought a solution to these problems. The Canadian formula for a contiguous zone in which a state would have the same rights with regard to fishing as it had in its territorial sea affected profoundly the whole course of the discussions. In its final form the Canadian proposal would have given states the right to fix the breadth of the territorial sea up



to six miles and would have provided for an exclusive fishing zone extending to twelve miles from the baselines from which the territorial sea is measured. In committee the Canadian proposal for a twelve-mile exclusive fishing zone was the only concept which secured a majority vote; however, it failed to receive the required two-thirds majority in plenary session.

The Conference agreed that the United Nations General Assembly, at its fourteenth session in 1958, should consider the advisability of convening a second international conference. At the fourteenth session there was a sharp division of opinion on the question of whether the time was ripe for convening a new conference. Ultimately the Assembly adopted a resolution calling for the convening of one in March or April 1960.

An important part of the legal work of the Department is related to international agreements involving rights and obligations for Canada. Those signed during 1958 to which Canada is a party are listed in Appendix F. The Department dealt as usual with the legal and formal questions inherent in the drafting, conclusion, ratification and termination of international agreements as well as their tabling in Parliament and their registration with the United Nations, or the International Civil Aviation Organization in the case of air agreements. A feature of these activities in 1958 concerned the duties of Canada as a depository country for the Acts of the Ottawa Congress of 1957 of the Universal Postal Union which were signed by more than ninety countries. Such depository functions have included the safekeeping and certification of the Acts, and the receipt and safekeeping of the instruments of ratification of signatory governments, as well as the notification of such ratifications to member governments.

During the year the Department continued to assist and advise Canadians on international claims, which for the most part arose out of the war or out of post-war expropriation measures in communist-bloc countries. Good progress was made in achieving satisfactory settlements of war claims submitted to the Japanese Government under the Treaty of Peace with Japan of 1952. Arrangements have been made which make it now seem likely that the small residue of such cases, where the amounts already offered by the Japanese Government are unsatisfactory, will be referred by the Canadian Government to a Canadian-Japanese Property Commission in Tokyo.

The Department continued to assist the War Claims Commission and the Treasury Board in connection with the processing and payment of the claims of Canadians under the Canadian War Claims Regulations and the War Claims (Italy) Settlement Regulations. The Department was also active in assisting the Office of the Custodian, Department of the Secretary of State, in connection with alien property and reparation questions arising out of the Custodian's vesting policy during the Second World War.

## 2. Consular Activities

The Department provides consular services and assistance to Canadian citizens abroad and to citizens of other countries with interests in Canada. These services are provided by the Department in Ottawa, by Canadian diplomatic missions and consular posts abroad, by Canadian

Trade Commissioners' offices, and by United Kingdom posts in countries in which there is no Canadian Government representation. A list of Canadian diplomatic and consular posts abroad is given in Appendix B.

Consular services and assistance include: issuance and renewal of passports and certificates of identity; granting diplomatic and courtesy visas; granting immigrant and non-immigrant visas at posts where Canadian immigration officers are not located; providing advice and assistance in citizenship and immigration questions; registration of Canadian births and of Canadian citizens abroad; relief and repatriation of Canadians who are temporarily distressed or disabled, including the extension of financial aid on a recoverable basis; protecting Canadian interests in matters of estates; assistance to Canadian seamen; the authentication of legal and shipping documents; assisting in finding missing persons; and generally safeguarding the rights and interests of Canadian citizens and organizations abroad.

During the year 1958 visa agreements permitting the temporary entry of Canadian citizens without visas were concluded with Finland and Portugal and existing agreements with Norway, Sweden and Denmark were amended; similar agreements concluded in previous years remain in effect with Austria, Belgium, France (including Algeria), the Federal Republic of Germany, Italy, Luxembourg, Monaco, The Netherlands and Turkey; agreements by which Canadian citizens may obtain visas gratis are in effect with Israel and Japan. There are, in addition to Commonwealth countries, a number of other countries which Canadians may visit without visas or entry permits, e.g., the United States, Ireland, Cuba, Greece, Liechtenstein and Switzerland.

The Government of Canada, through its Embassy in Cairo, continued to be responsible for the protection of Australian interests in Egypt, following the breaking off of diplomatic relations between Egypt and Australia in November 1956.

The volume of business transacted by the Passport Office continued to grow during the past year. During 1958 it issued 100,594 passports and renewed 15,446; in addition, 3,276 certificates of identity were issued and 810 renewed. The fees received by the Passport Office during 1958 amounted to the record total of \$549,069.16.

A list of the countries which maintain in Canada consular and diplomatic offices (most of which include consular staff) will be found in Appendix C.

## IX

### ECONOMIC AFFAIRS

There was a favourable development in world economic conditions during 1958. The United States economy took an upward turn which helped to dispel fears of a deepening European recession, and in the second part of the year many commodity prices improved, though some surplus capacity persisted, notably for oil, lead and zinc, aluminum, wheat and other agricultural products. On entering the new year, it was apparent that inflation remained the chief problem facing the countries of Europe and North America, and with recovery under way there was a danger that it might be intensified. In Europe the most important development of the year was the move made by the United Kingdom and the other major members of the European Payments Union to declare their currencies formally convertible for most purposes.

#### 1. Western European Integration

During 1958 further progress was made towards the goal of political and economic integration of the six West European countries (Belgium, France, Germany, Italy, Luxembourg, and The Netherlands) which in 1952 formed the European Coal and Steel Community. On January 1, 1958 there entered into force the two Treaties of Rome establishing, respectively, the European Economic Community (sometimes called the "Common Market") and Euratom (or European Atomic Energy Community). The headquarters of both Communities are provisionally established in Brussels and intensive organizational work went on throughout the year. In addition the first session of the European Parliamentary Assembly, to which the executive bodies of both Communities report, was held in Strasbourg in October.

On November 8 Euratom signed a treaty with the United States providing for co-operation in the development of atomic energy, and negotiations are proceeding with the United Kingdom. Early in 1959 Canada will embark upon negotiations directed towards the conclusion of a similar agreement.

The objective of the European Economic Community is to establish, during a transitional period of from 12 to 15 years, a customs union within which there will be free movement of goods, services and capital, accompanied by provision for capital assistance to the less-developed areas of the Community and also by a certain degree of harmonization of social legislation relating to such things as conditions of work. The first step in the elimination of trade barriers between members of the Community became effective on January 1, 1959, when tariffs were lowered by 10 per cent and quantitative restrictions were also reduced according to the pre-arranged schedule.

The creation of the European Communities by the six countries has led the other countries of Western Europe to fear a possible split into



two economic blocs with undesirable political consequences. To avoid this, the United Kingdom proposed in 1956 the creation of a Free Trade Area which would include all seventeen members of the Organization for European Economic Co-operation (OEEC). At the end of 1958 the negotiations for the Free Trade Area broke down as a result of the inability of France to accept the type of arrangement originally proposed by the United Kingdom. Efforts are now being made to find a compromise solution acceptable to all parties which would avert the political and economic consequences that might follow if Western Europe were split into two camps.

Canada, while sympathizing with the efforts made by European countries to integrate their economies and strengthen their political ties, has stressed the importance for Europe itself of maintaining its vital economic links with the rest of the world and avoiding the formation of an inward-looking, restrictive bloc which would be detrimental to the economic interests of other countries and damaging to the solidarity of the North Atlantic Community.

## 2. Tariff and Trade Negotiations

The thirteenth session of the Contracting Parties to the General Agreement on Tariffs and Trade (GATT) which was held in Geneva from October 16 to November 21, 1958, afforded an opportunity to examine and discuss certain deep-seated problems in international trade, especially those relating to the export earnings of less-developed countries which had been affected by a general decline in commodity prices. Ministers from a number of Contracting Parties attended the early meetings of the thirteenth GATT session. In his statement before the session the Canadian Minister of Trade and Commerce, Mr. Churchill, emphasized the need to work out, on a world-wide basis, more effective rules for trade in primary commodities, particularly agricultural commodities, and indicated a readiness on the part of Canada to play its full part in working with other countries for effective solutions to particular commodity problems. The thirteenth session outlined a tentative programme for the expansion of international trade which will be considered in greater detail early in the new year. This programme would include a new round of multi-lateral tariff negotiations in 1960, and discussions on agricultural protectionism and on barriers to the other exports of under-developed countries in processed and finished products.

The thirteenth session of GATT also dealt with a number of other matters relating to trade and tariffs under the General Agreement. The maintenance of quantitative import restrictions by the Federal Republic of Germany without balance of payments justification and without the sanction of GATT was once again the subject of extended discussion. These restrictions are to be examined in more detail in multilateral consultations with the Government of the Federal Republic beginning in January 1959. The Contracting Parties expressed the hope that substantial progress in their removal would be achieved before the fourteenth session in May 1959. The problems posed by the Rome Treaty were reviewed in the light of developments during 1958 and the Contracting Parties adopted procedures for further multilateral consultations with the countries of the European Economic Community on particular trade problems arising from the implementation of the Treaty, and for the continuing review of arrangements made under it as these develop.

During 1958 the Contracting Parties, including Canada, successfully completed tariff negotiations with Brazil on its new customs tariff; tariff negotiations were likewise completed with Switzerland which provide a basis for that country's provisional accession to GATT. Certain other tariff negotiations were carried out during 1958 by a number of Contracting Parties including Canada. Cambodia acceded provisionally to the General Agreement in 1958. A request by the Yugoslav Government at the thirteenth session for membership in GATT with the special status of associated member will be studied in advance of the next session in May 1959.

The Contracting Parties agreed at the thirteenth session to hold two full sessions each year. The fourteenth session will be held in Geneva in May 1959, and at the invitation of the Japanese Government the fifteenth session will be held in Tokyo in October 1959.

### 3. Commercial Relations with the Commonwealth

During 1958, and especially in the closing months, the United Kingdom enjoyed an improvement in its balance of payments and reserves position which opened the way to continued progress towards liberalization of trade with the dollar area and enabled the United Kingdom Government at the year's end to proceed to non-resident convertibility of sterling. The effects of the 1957 recession gave way slowly but steadily to increased economic activity but this was not at an even rate throughout the Commonwealth because of the fall in prices of some primary products of importance to the African and Asian members. The United Kingdom-Canada Continuing Committee on Trade and Economic Affairs met in London in June to discuss trade questions and other matters of common interest.

The Commonwealth Trade and Economic Conference was held in Montreal from September 15 to 26, under the chairmanship of the Canadian Minister of Finance. It was attended by all the Commonwealth countries and a number of colonial territories. The central theme developed by the Conference was that of "an expanding commonwealth in an expanding world", which recognized the relation between economic progress in the Commonwealth and world-wide prosperity and especially the need for United States co-operation. While re-affirming the common objective of freer trade and payments and endorsing the early removal of all dollar discrimination, the Conference declared that Commonwealth countries had no intention of discarding or weakening the system of Commonwealth preferences. A number of important decisions designed to expand trade within the Commonwealth and between the Commonwealth and other countries were announced in the context of the Conference by Canada, the United Kingdom, and other countries.

### 4. Commercial Relations with the United States

Trade between Canada and the United States fell slightly during 1958, mainly as a result of the recession that began in mid-1957. The two countries continue however to be each other's most important customers, and the United States accounted for about 59 per cent of Canada's exports and about 70 per cent of Canada's imports during 1958.

Most of this trade continued to flow smoothly in both directions, but a number of problems arose during the year in certain important areas



of trade relations, some of which were discussed during the visit to Ottawa of President Eisenhower in July. One outstanding issue was the effect of the United States agricultural surplus disposal programme on Canadian commercial sales abroad; another that was considered was trade with China by Canadian subsidiaries of United States companies. Other matters of concern to the Canadian Government which gave rise to consultations between the two Governments during the course of the year included the United States decision in September to introduce quota restrictions on imports of lead and zinc, plans to extend a programme of voluntary limitations on United States imports of crude oil; and changes announced on November 14 in the United States barter programme whereby strategic materials are acquired in exchange for surplus United States wheat and other commodities. On the United States side, concern was expressed over the introduction or maintenance of certain Canadian agricultural import restrictions, and over certain amendments to the Customs Act.

Plans were underway at the end of the year for the fourth meeting of the Joint United States-Canadian Committee on Trade and Economic Affairs to be held in Ottawa on January 5-6, 1959.

## 5. Other Economic Matters

### *Civil Aviation*

In May 1958 Trans-Canada Airlines inaugurated its new service between Montreal and Zurich under the Air Agreement negotiated between Canada and Switzerland the previous year. Air travel between the United Kingdom and Canada has steadily increased in recent years, and for the convenience of passengers arrangements were made in August by an Exchange of Notes for stop-over privileges in Prestwick, London and Montreal. Air services between France and Canada were also improved in October by an amendment to the 1950 Agreement permitting a Canadian carrier to put down and take on international traffic in Paris for Rome or Vienna and for Air France to exercise the same Fifth Freedom rights between Montreal and Chicago. In November a formal agreement was negotiated between Germany and Canada for the exchange of traffic rights between the two countries and is temporarily in effect pending final ratification. Discussions were also held with several other countries which may lead to formal air agreements in 1959 extending and improving Canadian air routes.

### *Double Taxation Agreements*

The Double Taxation Convention with Belgium was signed in April but the exchange of Instruments of Ratification could not be completed until the Convention was approved by the Belgian Parliament. The Canada-Australia Convention came into force on May 21 with effect from January 1, 1958. At the Commonwealth Conference in Montreal, India and Pakistan agreed with Canada to initiate discussions looking towards negotiation of double taxation conventions, and a first round of talks with a team of Indian negotiators was held in Ottawa in December. In November talks were also held with Finnish officials, and resulted in agreement at the official level on the text of a convention.



## 6. Peaceful Uses of Atomic Energy

Canada has continued to play an active role in efforts to develop international co-operation in the peaceful uses of atomic energy on both a bilateral and a multilateral basis. An agreement providing for such co-operation between Canada and Switzerland was signed on March 6 and entered into effect on July 31. Contact has also been established with several other countries with a view to the future negotiation of similar agreements. In addition the Canadian Government has proposed to the Euratom Commission that a general agreement for co-operation in this field be negotiated between Canada and Euratom, for the purpose particularly of organizing a joint programme of research and development on natural uranium-heavy water reactors, this being the reactor system on which Canada has concentrated its efforts and which is likely to prove well adapted to European requirements. The Euratom Commission has welcomed this proposal and negotiations are expected to take place early in the New Year.

Canada has continued full participation in the activities of the International Atomic Energy Agency, to whose Board of Governors it has been designated for a second annual term. The Agency was established in 1957; having solved its initial organizational and administrative problems, it has during the past year embarked on programmes designed to accelerate and enlarge the contribution of atomic energy to peace, health and prosperity throughout the world. Canada has been represented at all the meetings of the Board of Governors and at the Second General Conference and has also provided a scientific representative for the Agency's Study Panel on Radioactive Waste Disposal. It has made a voluntary programme and has pledged a voluntary contribution for this and other Agency programmes during 1959 of at least \$50,000, with the possibility of increasing this to \$75,000, depending on the response of other member countries to the Agency's appeal for funds. In order to provide the Agency with additional resources and to help it develop its role of assisting member countries to implement atomic energy projects, Canada has also offered to give the Agency three tons of uranium metal for resale to Japan, subject to the application of the safeguards provided in the Agency's statute to ensure the use of this material for peaceful purposes only.

Canada has taken part in the discussion of OEEC's European Nuclear Energy-Agency. It was also represented by a delegation at the Second International Conference on the Peaceful Uses of Atomic Energy which was organized by the United Nations at Geneva from September 1 to 13. This Conference continued the extensive and valuable exchanges of scientific information which had characterized the first conference in 1955. The Canadian contribution consisted of 47 papers on various aspects of atomic energy and an extensive exhibit.

Exchanges of information have also taken place through visits by Canadian scientists abroad and through visits and the attachment of foreign scientists to Chalk River.

## 7. Aid to Under-Developed Countries

### *Commonwealth Conference*

A number of important developments took place during 1958 affecting the nature and scope of Canada's assistance in the economic development of under-developed countries.

The Commonwealth Trade and Economic Conference, held in Montreal in September, devoted much of its time and attention to the problem of accelerating the economic progress of the less-developed countries. It stressed the great importance and urgency of more rapid economic development in these countries and acknowledged that this would require more capital, both public and private, more technical assistance, better opportunities for education, and increased opportunities for trade. The Conference acknowledged the contribution which the Colombo Plan had made toward the achievement of these objectives. It also welcomed the endorsement given by President Eisenhower to proposals for an expansion of the resources of the International Monetary Fund and the International Bank for Reconstruction and Development.

For its part, Canada announced at the Montreal Conference its intention to increase from \$35 million to \$50 million its annual contribution to the Colombo Plan over the next three years. Canada also undertook to extend its Technical Assistance Programme to include areas of the Commonwealth (mainly in Africa) not covered by the Colombo Plan and The West Indies Programme. Initially a sum of \$500,000 annually will be set aside for this purpose. Furthermore, Canada announced a \$10 million programme of assistance to The West Indies over the next five years, including the provision of two ships for inter-island service. Canada also indicated that it was prepared to continue to provide aid to the less-developed countries in the form of loans and grants for the purchase of Canadian wheat and flour.

It was agreed at the Montreal Conference that the expansion of educational and training facilities within the Commonwealth was an essential condition of economic development. To this end agreement was reached in principle that a new scheme of Commonwealth scholarships and fellowships should be initiated under which it is hoped that 1,000 Commonwealth scholars and fellows might in due course be studying in other Commonwealth countries. The United Kingdom is prepared to provide half the number of places to be provided under the scheme while Canada undertook to assume responsibility for one hundred additional places a year at an estimated annual cost of \$1 million. On the assumption that awards would be tenable, on the average, for a period of three years, this would mean that, once the scheme was under way, as many as three hundred Commonwealth scholars might be accommodated in Canada at any one time.

### *Colombo Plan*

During the past year, Canada appropriated a further \$35 million for capital aid and technical assistance under the Colombo Plan to countries in South and Southeast Asia, bringing the total amount appropriated by Canada since the inception of the Plan in 1950 to \$231.7 million. In addition to its aid within the regular framework of the Colombo Plan, Canada granted a total of \$15 million in 1958 for the purpose of enabling



India, Pakistan and Ceylon to purchase wheat or wheat flour from Canada. Loan facilities in the amount of \$35 million, of which India and Ceylon availed themselves, were also made available for this purpose during 1958.

Canada has participated, or is participating, in over 90 capital aid projects in ten countries. The report of the Department of External Affairs for 1957 gives a list of the main projects which were financed out of 1957-58 funds. As in previous years, the greater part of the Canadian contribution to the Colombo Plan during 1958 was allocated to India, Pakistan and Ceylon, although capital assistance was also available to other countries. Some of the new funds appropriated in 1958 will go into projects already under construction. Some funds are also being devoted to the provision of industrial raw materials and other commodities, including wheat, and to Canadian participation in new capital projects. The Canadian Government also embarked on a programme under which it will provide \$2,500 worth of medical books to each of 76 medical school libraries in ten countries in South and Southeast Asia.

The Colombo Plan Consultative Committee, consisting of Ministers from all member countries, met in Seattle in November to review, as it has done in previous years, the progress achieved in carrying forward economic development in the under-developed countries and to agree on the major tasks that still lie ahead in this field.

The Technical Assistance Programme of the Colombo Plan, under which Canadian experts are sent to various member countries and technicians and students from South and Southeast Asia are brought to Canada to study, was successfully continued and increased in volume during the past year. In October 1958 the arrival of the 1,000th Colombo Plan trainee, a Pakistani engineer, was marked by an official welcome from the Canadian Government. At the end of November 1958, 198 trainees were in Canada, bringing the total number brought to Canada since the inception of the Plan in 1950 to 1,020. Over the years, students from Burma, Cambodia, Ceylon, India, Indonesia, Laos, Malaya, Pakistan, the Philippines, Sarawak and Borneo, Singapore, Thailand and Vietnam have been trained in Canada in such varied fields as aerial surveying, agriculture, business administration, banking, manufacturing, nuclear physics, industrial management, education, engineering, fishing, forestry, health services and social welfare, immigration and settlement, library science, mining, police administration, medicine, public administration, film and radio work, journalism, transportation and other specialized subjects.

Thirty-six Canadian experts were in South and Southeast Asia at the end of November 1958, bringing the total of Canadian experts assigned to that area since 1950 to 129. These experts have included engineers, teachers, librarians, physiotherapists, instructors in nursing, fisheries and technical education, and advisers in industry, sciences, economics, the management of co-operatives, lumbering, agriculture and other technical fields.

#### *United Nations Technical Assistance*

In addition to the aid provided under the Colombo Plan, Canada also contributed to the technical assistance programmes that are being operated under the auspices of the United Nations and by the various Specialized Agencies, such as the World Health Organization and the Food and Agriculture Organization. These programmes make provision for experts and advisers to be sent to less well-developed countries and for technicians,



scientists and students to be brought from those countries to be trained in the economically more advanced countries. In the course of 1958 Canada received over 40 trainees under these auspices, and more than 75 Canadian experts served abroad under programmes of the United Nations and its Specialized Agencies. While the United Nations Technical Assistance Programme is financed from the regular United Nations budget, the Expanded Technical Assistance Programme is based on voluntary contributions from governments over and above their assessed contributions to the United Nations budget. Canada is one of the 84 countries which contribute to this programme. At the pledging conference which took place during the thirteenth session of the General Assembly, it was announced that Canada, which had contributed \$2 million to the programme in 1958, would make the same amount available in 1959.

In September 1958 the Canadian Government concurred in a proposal made by the United Nations to establish a United Nations Training Centre at the University of British Columbia and agreed to contribute an amount of \$10,000 annually for a period of three years to facilitate the initial phase of the Centre's operation.

#### *United Nations Special Fund*

At its twelfth session, the United Nations General Assembly decided to broaden its technical assistance programme by setting up a Special Fund. It was to be the purpose of such a Special Fund to provide systematic and sustained assistance in fields essential to the integrated technical, economic and social development of the under-developed countries. A Preparatory Committee, of which Canada was a member, was established to define the fields of assistance which the new Fund should encompass and the administrative and operational machinery which would be required to ensure its effective functioning.

In October 1958 the General Assembly approved the recommendations of the Preparatory Committee and arrangements were made for the new Fund to start operations on January 1, 1959. The Fund is designed to assist relatively large projects in the fields of resources, industry, agriculture, transport and communications, building and housing, health, education, statistics and public administration. The Fund's practical contribution in these fields will take the form of surveys, research work, the provision of training, experts or equipment, and the establishment of pilot projects and demonstration centres. The Fund will work in close association with the International Bank and control over its policies and operations is to be exercised by a Governing Council comprising equal representation of the industrial countries on the one hand and the under-developed countries on the other. The Canadian Delegation played an important role in the debates and negotiations which led to the creation of the Special Fund. The Delegation directed its efforts towards ensuring that the organizational and administrative arrangements of the Fund were such as to lead to the selection of sound projects and to their careful execution. Canada's proposed contribution of \$2 million would make it the third largest contributor to the Fund, which is expected to have available resources in excess of \$25 million for the first year of its operations.

## 8. Emergency Relief

In 1953 the Canadian National European Flood Relief Fund was established to assist various countries in Europe which had suffered extensive destruction from severe floods. More than \$3 million was contributed to the Fund including a donation of \$1 million by the Canadian Government. Early in 1956 Parliament agreed that the unexpended balance of the Fund, which was not immediately needed for relief and rehabilitation purposes in Europe, be turned over to the Canadian Red Cross to be spent by it for international relief purposes in consultation with the Department of External Affairs. Prior to 1958, the Canadian Red Cross had provided assistance from the Fund to a number of countries including Lebanon, Afghanistan, Iran, India, Egypt, Turkey, United States of America, Burma, Indonesia, Spain, Pakistan, Tunisia and Ceylon. During 1958, further assistance was made available to Ceylon, Thailand, Pakistan, Tunisia and Morocco.

## X

### INFORMATION AND CULTURAL AFFAIRS

The information work of the Department has two main objectives. The first is to provide information on Canada's policies and attitudes; the second, to provide information of a general character designed to make Canada better known and understood in other countries. The Department is responsible for the co-ordination of the Government's information activities outside Canada.

The more important part of this effort is devoted to special projects undertaken separately, or with other departments and agencies of government. In terms of volume, the bulk of the work consists in answering requests and in providing information services and material about Canada. Information work is done also in co-operation with organizations such as NATO, the Colombo Plan, the United Nations and UNESCO, and the Department answers questions and provides services and material in Canada about the Government's external policies and Canada's role in international affairs.

#### 1. Information on International Affairs and International Organizations

The demand both at home and abroad for information and publications about Canada's role in world affairs, about Canada's participation in international organizations, and about the Department and its work, has steadily increased. Interest continues to be stimulated by Canada's participation in the North Atlantic Treaty Organization, the Colombo Plan, the United Nations, and other international organizations. A greater emphasis on Commonwealth relations has added to the volume and variety of the task.

The Department pursued its activities in the information and cultural fields in compliance with the recommendations of the NATO Committee of Three that primary responsibility for these activities remains with member governments. Close relations were maintained with the Canadian Atlantic Co-ordinating Committee, a non-governmental organization affiliated with the Atlantic Treaty Association, which is an international private institution concerned with promoting North Atlantic solidarity, and informing the public about NATO. The Department also maintained contact with and assisted the Canadian branch of the NATO Parliamentary Association, an organization of Members of Parliament whose general purpose is to support NATO objectives and to further co-operation within the Atlantic Community.<sup>1</sup>

Publications produced by NATO and by the Department were given wide distribution within Canada. The Department contributed material to the Canadian Institute of International Affairs and to the Canadian

---

<sup>1</sup> Reference to the Annual Conference of NATO Parliamentarians will be found in Chapter II, Section 4.



Association for Adult Education and their study groups. It maintained close liaison with the National Film Board on the production and distribution of NATO films.

The Department co-ordinated arrangements for NATO tours in Europe by Canadian journalists. Canada was represented in the first visit to NATO Headquarters of women journalists from member countries. The Department also co-operated with the Canadian Atlantic Co-ordinating Committee and the National Federation of Canadian University Students in arranging the first NATO Youth Conference which was held in Ottawa in October. Close liaison was maintained with the National Federation of Canadian University Students in arranging for the participation of Canadian students in various NATO tours and seminars held in Europe. With the assistance of the National Conference of Canadian Universities, the Department arranged a Visiting Professorship Programme with other NATO countries. This programme consists of an exchange of professors among universities in NATO countries for one term or semester, during which they give courses or lectures or undertake seminars on topics of interest to the North Atlantic Community. As in former years, the Department, assisted by the Royal Society of Canada, implemented a NATO Fellowship Programme. Studies prepared under this Programme are intended to throw light on the history, present status and future developments of the idea of the Atlantic Community, and of the problems which confront it.

In co-operation with the Department of Trade and Commerce and the International Service of the Canadian Broadcasting Corporation the Department made arrangements for publicity in South and Southeast Asia about Canadian Colombo Plan projects and Canadian technicians sent to that area under the Plan, also about students from Colombo Plan countries undergoing technical training in Canada. The Department also dealt with an increasing number of requests from Canadians for information and publications about the Colombo Plan. Information material was supplied to the Colombo Plan Information Unit in Colombo, Ceylon, for use in publications issued by the Unit, and Canada sent a delegation to the first Conference of National Information Officers of Colombo Plan countries, held in Singapore in October. Information on the United Nations and Canada's participation in the United Nations and its principal organs was provided by the Department in co-operation with the United Nations Association.

## 2. Cultural Affairs and UNESCO

Canadian participation in a wide range of cultural events in other countries was sponsored by governmental and non-governmental agencies in co-operation with the Department and missions abroad.

Assistance was given to the National Gallery in arranging a Canadian display at the First Inter-American Biennial of Paintings and Engravings held in Mexico and an exchange of graphic arts exhibits with Yugoslavia. The 29th Biennial International Art Exhibition in Venice witnessed the inauguration of a permanent Canadian Pavilion. Following the Brussels World Fair, a Canadian art collection was sent to The Netherlands on the first leg of a tour of three European countries. A collection of Eskimo art, in Western Europe since 1956, was shown in several cities of the United Kingdom, Ireland and Western Germany. Brazil, Uruguay, Argentina and Chile were visited by a similar collection on tour of Latin America.

Canada took part again in the Florence Handicrafts Festival. A permanent collection of Canadian handicrafts was sent to the United States for use at local exhibitions throughout the country and a travelling collection completed a tour of New Zealand. There were Canadian entries in international exhibitions of child art in India, Ceylon and Malaya.

Canadian book publishing was represented at exhibitions held in Brussels, Madrid, Tokyo, Rio de Janeiro, Bonn and Washington. Substantial collections of books were donated to public and university libraries in Poland, Spain, Colombia, Venezuela, Australia, Pakistan, Cambodia, Malaya and Indonesia. The list of important foreign libraries designated to receive Canadian Government publications included at the end of the year 109 institutions in 48 countries.

The Department co-operated with the Canada Council in arrangements for several exchanges of cultural personnel and information with other countries, and performances by Canadian music and drama groups abroad. It assisted the Council in carrying out the first instalment of the programme of Non-Resident Fellowships in the arts, humanities and social sciences established for foreign students and artists as a complement to a general scheme of graduate awards in those fields for Canadians. The Canadian Government Overseas Awards programme was concluded during the academic year 1957-58. This programme was administered by the Department with the assistance of the Royal Society of Canada.

In liaison with the agencies and voluntary organizations concerned with such matters, the Department continued to answer numerous inquiries from foreign students interested in coming to study in this country. A new Canadian educational exhibit was installed at the International Bureau of Education in Geneva.

In discharging its responsibilities arising from Canadian membership in the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Department worked in close relationship with the recently-formed Canadian National Commission for UNESCO. The Commission, set up by the Canada Council in 1957 to co-ordinate Canadian participation in UNESCO's programme activities at home and abroad, was officially launched at the beginning of February. The Department is represented on the Commission and on its Executive Committee. Canada was represented at the Second Regional Conference of National Commissions in the Western Hemisphere, held in Costa Rica, and at the annual meeting of the United States National Commission in Washington. The tenth session of the UNESCO General Conference was held at the new headquarters of the Organization in Paris from November 4 to December 5. To this Conference Canada sent a Delegation of 15 members headed by Dr. N. A. M. MacKenzie, President of the Canadian National Commission for UNESCO. Preceding the Conference, Canadian representatives attended the meeting of the Directors of National Cultural Relations Services which was convened in Paris under the sponsorship of UNESCO.

### 3. Publications

The Department provided general information on Canada to all posts abroad for selective distribution. This was in addition to material on Canada's external relations sent to enquirers in Canada, and included: Reference Papers, Reprints of articles appearing in Canadian publications, Statements and Speeches on Canada's foreign and domestic policies, and Supplementary Papers. Many of these are produced in several languages.



The Department also published and distributed the Canadian Weekly Bulletin, the External Affairs Monthly Bulletin, and other printed publications listed in Appendix G.

A new edition of "Canada From Sea To Sea" was published in English and French during the year. Attractively illustrated, the pocket-size booklet is given careful distribution at posts abroad to persons interested in Canada. This booklet will be printed in other languages in subsequent years.

The Department printed a new folder "Canada" specifically designed for the use of the Cub Scouts of the United States, who have planned a study of Canada during 1959. The Canadian Government Travel Bureau made available several of their publications, and the combined total of 900,000 pieces of literature was distributed by the Queen's Printer to some 550 points in the United States. At the year's end, work was completed on a folder entitled "Canada Pictorial", which will be printed in several languages and will replace the booklet "Canada in Pictures".

The Department continued to maintain and enlarge the libraries in posts abroad, and to arrange for the mailing of periodicals and Canadian newspapers.

#### 4. Enquiries

During the twelve-month period ended November 30, 1958 the Department's Information Division in Ottawa answered 31,000 requests for material on Canada from teachers and students in other countries. This compares with 21,000 such enquiries in 1957, and 17,000 in 1956. In addition, there were on the average 500 miscellaneous enquiries a month from individuals, embassies, and foreign governments. Missions abroad reported a steady increase in requests for information about Canada.

#### 5. Programmes

The Information Division prepared special articles for distribution to news media in the countries visited by the Prime Minister during his world tour, and also produced informative material for distribution to press, radio and television outlets in South America in connection with the visits to Brazil and Mexico made by the Secretary of State for External Affairs.

The Department co-operated with the Department of Trade and Commerce in fairs and exhibits in Europe, the United States and Japan and extended aid to visiting journalists from a number of countries, including Germany, France, Denmark, Switzerland, the United Kingdom, and the United States. The Department's assistance took the form of planning itineraries, arranging introductions and interviews, and supplying background information. In selected cases, the Department provided financial help also.

Photographs and photo-features on Canadian subjects were supplied and widely used in foreign publications. Special photographic material was supplied in connection with the Prime Minister's world tour, and the visit of the Secretary of State for External Affairs to Latin America. Photo displays were provided for the annual meeting of the Colombo Plan at Seattle, and, in co-operation with the National Research Council, to an exhibition on the teaching of sciences held at the Sorbonne.



## 6. Relations with CBC International Service

The Department continued to maintain close liaison with the International Service of the Canadian Broadcasting Corporation, which broadcasts regularly to other countries in 16 languages. It provided guidance and background information to assist in the interpretation of international developments. As in other years, Canadian diplomatic posts abroad co-operated with the CBC-IS in making available to foreign broadcasting stations an increasing number of Canadian transcriptions.

## 7. Films

Canadian documentary films continued to be one of the most effective means of disseminating information about Canada. In co-operation with the National Film Board, the Department distributed these films through 70 Canadian posts maintaining libraries that range from 100 to over 1,000 films. Film programmes arranged by Canadian representatives during the first six months of 1958 numbered 58,749, with a total audience of 7,926,368. This represents an increase of almost two million over the comparable period in 1957.

## 8. Relations with the Press

General enquiries from the press and other news media in Canada, principally through the Parliamentary Press Gallery and other correspondents or representatives stationed in Ottawa, are handled by the Press Office. The Press Office also issues and distributes all departmental press releases, the texts of ministerial statements, and other current or background material useful to the press.

The Press Office, in collaboration with the mission of the country concerned, handled the press arrangements for a number of distinguished visitors during 1958. Visits with which the Press Office was concerned included those of: Prince Bernhard of The Netherlands; the President of Germany; the Prime Ministers of the United Kingdom, New Zealand, Ghana, Laos, and The West Indies, the Foreign Ministers of Israel and Japan, and the Secretary-General of NATO.

The Press Office also provided assistance for a number of Canadian journalists travelling abroad.

## XI

### ORGANIZATION AND ADMINISTRATION OF THE DEPARTMENT

Under the authority of the Secretary of State for External Affairs, the Department is administered by the Under-Secretary of State for External Affairs (Deputy Minister), who is assisted by the Deputy Under-Secretary and by four Assistant Under-Secretaries, each of whom is responsible for the activities of specific divisions of the Department. The Department in Ottawa, which is organized into twenty divisions and four smaller units, is responsible for advising the Government on political and economic affairs throughout the world and in international organizations, and for the administration of its posts abroad.<sup>1</sup>

Canada now maintains 63 diplomatic and consular posts abroad, a commissioner's office in The West Indies, and a military mission in Berlin which also performs consular duties.<sup>2</sup> Of the 63 posts, 34 are embassies, nine high commissioners' offices, four legations, three permanent missions to international organizations and thirteen consular offices, including two honorary consulates. In addition, Canada is represented, together with India and Poland, on the International Supervisory Commissions for Cambodia and Vietnam. Delegations consisting of both External Affairs and National Defence personnel are maintained at Phnom Penh in Cambodia and Hanoi and Saigon in Vietnam.

Fifty countries now have diplomatic missions in Canada.<sup>3</sup> Of these, 36 are embassies, seven are high commissioners' offices, and seven are legations. In addition, The West Indies has a commissioner's office, and twelve countries have consular offices but no resident diplomatic missions. During 1958, Burma accredited an Ambassador to Canada, and Austria raised the status of its legation to that of an embassy. Ceylon appointed a resident High Commissioner; the former High Commissioner for Ceylon was also Ambassador to the United States and resided in Washington.

In 1958, 21 Foreign Service Officers 1 were recruited into the Department from among 312 candidates in a competition held in November 1957. Other appointments to the Department during the year numbered 172. 184 resignations were submitted, resulting in a net staff increase of 9.

Following is a comparison of the departmental personnel strength on December 31, 1957, and December 31, 1958:

<i>Officers</i>	1957	1958
Ottawa .....	174	176
Abroad .....	209	219
<i>Administrative Personnel</i>		
Ottawa .....	554	527
Abroad .....	381	405
Local Staff .....	477	504
<b>Total</b> .....	<b>1,795</b>	<b>1,831</b>

<sup>1</sup> See Appendix A: "Organization of the Department at Ottawa".

<sup>2</sup> See Appendix B: "Canadian Diplomatic and Consular Representation Abroad".

<sup>3</sup> See Appendix C: "Diplomatic and Consular Representation of other Countries in Canada".

During the year, six heads of post retired from or left the foreign service. These were Mr. J. Désy, Canadian Ambassador to France, Mr. D. S. Cole, Canadian Ambassador to Mexico; Mr. P. Picard, Canadian Ambassador to Argentina; Mr. L. G. Chance, Canadian Consul General at Los Angeles; Mr. A. J. Boudreau, Consul General at Boston; and Mr. H. L. Keenleyside, who, for the previous eight years, had served with the United Nations Secretariat as Director-General of the Technical Assistance Administration.

In co-operation with the Department of Trade and Commerce, the Inspection Service arranged and carried out further inspection tours of the posts abroad as a continuation of the programme initiated in 1956. During the year teams visited twenty-three posts administered by the two Departments in Latin America, Southeast Asia, Australia, New Zealand and Northern Europe.

In 1958 purchases were made of a Chancery and staff accommodation site in New Delhi, an Official Residence in Port-of-Spain, and a strip of land adjacent to the Official Residence in Havana. The construction of the Chancery in Paris was completed and the premises fully occupied. New offices were leased in Kuala Lumpur, Tehran and Bogota, and for the New York Consulate General and the Permanent Delegation to the United Nations in New York. Additional space was leased to augment existing office facilities in Boston, Los Angeles and New Delhi. Leases for office premises were renewed or renegotiated at ten other posts.

New Official Residences were leased in Kuala Lumpur and Tehran, and Official Residences moved to new locations in Athens, Manila, New Orleans, Warsaw, and in Paris for the North Atlantic Treaty Organization. Leases on Official Residences were renewed or renegotiated at five other posts.

Staff quarters were leased in Accra—five quarters, Ankara—two quarters, Colombo, Kuala Lumpur, Moscow—three quarters, New Delhi, and Warsaw—two quarters. Leases on several properties already held were renegotiated and/or renewed. The following properties were sold: Dublin—former Residence; Tokyo—staff house; Wellington—Residence building site.

Furnishings schemes, in full or in part, were undertaken at the following: Chanceries: Canadian Consulate General, New York, Permanent Delegation to the United Nations, New York, Kuala Lumpur, Port-of-Spain, Rome and Paris; Official Residences: Dublin, Boston, Port-of-Spain, Tehran, Warsaw and Accra; Staff quarters: Kuala Lumpur—two quarters, Ankara—two quarters, Colombo, Bonn, Warsaw, New Delhi, Tokyo and Accra—two quarters.



## APPENDIX A

### ORGANIZATION OF THE DEPARTMENT AT OTTAWA

Secretary of State for External Affairs  
Under-Secretary of State for External Affairs  
Deputy Under-Secretary of State for External Affairs  
Four Assistant Under-Secretaries of State for External Affairs  
(one of whom is Legal Adviser)

#### Twenty Divisions:

American	Far Eastern
Commonwealth	Finance
Communications	Historical
Consular	Information
Defence Liaison (1)	Legal
Defence Liaison (2)	Middle Eastern
Economic I	Personnel
Economic II	Protocol
Establishments and Organization	Supplies and Properties
European	United Nations

#### Independent Units

Financial Adviser  
Inspection Service  
Political Co-ordination Section  
Press Office

## APPENDIX B

### CANADIAN DIPLOMATIC AND CONSULAR REPRESENTATION ABROAD<sup>1</sup>

#### 1. Diplomatic Missions<sup>2</sup>

<i>Country</i>	<i>City</i>	<i>Nature of Post</i>
Argentina	Buenos Aires	Embassy
Australia	Canberra	High Commissioner's Office
Austria	Vienna	Embassy
Belgium	Brussels	Embassy
Brazil	Rio de Janeiro	Embassy
Ceylon	Colombo	High Commissioner's Office
Chile	Santiago	Embassy
Colombia	Bogota	Embassy
Cuba	Havana	Embassy
Czechoslovakia	Prague	Legation
Denmark	Copenhagen	Embassy
Dominican Republic	Ciudad Trujillo	Embassy
Finland	Helsinki	Legation
France	Paris	Embassy
Germany	Bonn	Embassy <sup>3</sup>
Ghana	Accra	High Commissioner's Office
Greece	Athens	Embassy
Haiti	Port-au-Prince	Embassy
India	New Delhi	High Commissioner's Office
Indonesia	Djakarta	Embassy
Iran	Tehran	Legation
Ireland	Dublin	Embassy
Israel	Tel Aviv	Embassy
Italy	Rome	Embassy
Japan	Tokyo	Embassy
Lebanon	Beirut	Embassy
Malaya	Kuala Lumpur	High Commissioner's Office
Mexico	Mexico	Embassy
Netherlands	The Hague	Embassy
New Zealand	Wellington	High Commissioner's Office
Norway	Oslo	Embassy
Pakistan	Karachi	High Commissioner's Office
Peru	Lima	Embassy
Poland	Warsaw	Legation

<sup>1</sup> For further information, see the thrice yearly publication of the Department entitled "Canadian Representatives Abroad and Representatives of Other Countries in Canada".

<sup>2</sup> No diplomatic missions are maintained in Burma, Iceland and Luxembourg, but the High Commissioner for Canada to Malaya is also accredited as Ambassador to Burma, the Ambassador to Norway as Minister to Iceland (where there is a Consulate General in charge of an honorary officer) and the Ambassador to Belgium as Minister to Luxembourg. The Ambassador to Cuba is also accredited as Ambassador to the Dominican Republic and to Haiti, and the Ambassador to Sweden as Minister to Finland. (There are missions under the direction of Charges d'Affaires a.i. in the Dominican Republic, Haiti and Finland.)

<sup>3</sup> There is also a mission in Berlin.

<i>Country</i>	<i>City</i>	<i>Nature of Post</i>
Portugal	Lisbon	Embassy
Spain	Madrid	Embassy
Sweden	Stockholm	Embassy
Switzerland	Berne	Embassy <sup>4</sup>
Turkey	Ankara	Embassy
Union of South Africa	Pretoria	High Commissioner's Office
Union of Soviet Socialist Republics	Moscow	Embassy
United Arab Republic	Cairo	Embassy
United Kingdom	London	High Commissioner's Office
United States of America	Washington	Embassy
Uruguay	Montevideo	Embassy
Venezuela	Caracas	Embassy
Yugoslavia	Belgrade	Embassy

## 2. Permanent Missions to International Organizations

<i>Organization</i>	<i>City</i>
North Atlantic Council	Paris
Organization for European Economic Co-operation	
United Nations	New York
United Nations (European Headquarters)	Geneva

## 3. Commissioner's Office

<i>Country</i>	<i>City</i>
West Indies	Port-of-Spain, Trinidad

## 4. Consulates

<i>Country</i>	<i>City</i>	<i>Nature of Post</i>
Brazil	Sao Paulo	Consulate
Germany	Hamburg	Consulate
Iceland	Reykjavik	Consulate General*
Philippines	Manila	Consulate General
United States of America	Boston	Consulate General
	Chicago	Consulate General
	Detroit	Consulate
	Los Angeles	Consulate General
	New Orleans	Consulate General
	New York	Consulate General
	Portland, Maine	Vice-Consulate*
	San Francisco	Consulate General
	Seattle	Consulate General

<sup>4</sup> The Canadian Ambassador to Switzerland is in charge of Canadian interests in Liechtenstein.

\* In charge of honorary officers.



## APPENDIX C

### DIPLOMATIC AND CONSULAR REPRESENTATION OF OTHER COUNTRIES IN CANADA<sup>1</sup>

#### 1. Diplomatic Missions<sup>2</sup>

<i>Country</i> <sup>3</sup>	<i>Nature of Post</i>
*Argentina	Embassy
Australia	High Commissioner's Office
*Austria	Embassy
*Belgium	Embassy
*Brazil	Embassy
Burma	Embassy
Ceylon	High Commissioner's Office
*Chile	Embassy
*China	Embassy
*Colombia	Embassy
*Cuba	Embassy
*Czechoslovakia	Legation
*Denmark	Embassy
*Dominican Republic	Embassy
*Finland	Legation
*France	Embassy
*Germany	Embassy
*Greece	Embassy
*Haiti	Embassy
*Iceland	Legation
India	High Commissioner's Office
Indonesia	Embassy
Iran	Legation
Ireland	Embassy
*Israel	Embassy
*Italy	Embassy
*Japan	Embassy
*Lebanon	Legation
*Luxembourg	Legation
*Mexico	Embassy
*Netherlands	Embassy
New Zealand	High Commissioner's Office
*Norway	Embassy
Pakistan	High Commissioner's Office
*Peru	Embassy

<sup>1</sup> For further particulars, see the thrice-yearly publication of the Department entitled "Canadian Representatives Abroad and Representatives of Other Countries in Canada" and the quarterly publication "Diplomatic Corps".

<sup>2</sup> The Ambassadors of Burma and Tunisia and the Ministers of Iceland and Luxembourg are also accredited to the United States of America, where they are ordinarily resident.

<sup>3</sup> Those countries marked with an asterisk have consulates in Canada. The Office of the High Commissioner for India has charge of the interests of Nepal; the Legation of Poland of those of Hungary; the Embassy of Switzerland of those of Liechtenstein; and the Embassy of the United Arab Republic of those of Iraq.

<i>Country</i> <sup>3</sup>	<i>Nature of Post</i>
*Poland	Legation
*Portugal	Embassy
*Spain	Embassy
*Sweden	Embassy
*Switzerland	Embassy
Tunisia	Embassy
Turkey	Embassy
Union of South Africa	High Commissioner's Office
Union of Soviet Socialist Republics	Embassy
United Arab Republic	Embassy
United Kingdom	High Commissioner's Office
*United States of America	Embassy
*Uruguay	Embassy
*Venezuela	Embassy
*Yugoslavia	Embassy

## 2. Commissioner's Office

<i>Country</i>	<i>City</i>
West Indies	Montreal

## 3. Countries Having Consulates but No Diplomatic Missions

Bolivia	Monaco
Costa Rica	Nicaragua
Ecuador	Panama
Guatemala	Philippines
Honduras	Salvador
Liberia	Thailand

## **APPENDIX D**

### **INTERNATIONAL ASSOCIATIONS AND ORGANIZATIONS OF WHICH CANADA IS A MEMBER<sup>1</sup>**

#### **COMMONWEALTH OF NATIONS**

#### **NORTH ATLANTIC TREATY ORGANIZATION**

#### **UNITED NATIONS**

##### **Security Council**

##### **Economic and Social Council**

Functional Commissions of the Economic and Social Council:

Commission on International Commodity Trade

Commission on Narcotic Drugs

Commission on the Status of Women

Population Commission

Statistical Commission

Executive Committee of the United Nations Refugee Fund

United Nations Children's Fund Executive Board

##### **United Nations Specialized Agencies**

Food and Agriculture Organization

International Atomic Energy Agency<sup>2</sup>

International Bank for Reconstruction and Development

International Civil Aviation Organization

International Labour Organization

International Monetary Fund

International Telecommunications Union

United Nations Educational, Scientific and Cultural Organization

Universal Postal Union

World Health Organization

World Meteorological Organization

##### **Other United Nations Continuing Bodies**

Advisory Committee for the United Nations Memorial Cemetery in Korea

Advisory Committee of the United Nations Korean Reconstruction Agency

Advisory Committee on the Peaceful Uses of Atomic Energy

Advisory Committee on the United Nations Emergency Force and on the United Nations Observation Group in Lebanon

Collective Measures Committee

Committee on Contributions

---

<sup>1</sup> Intergovernmental bodies only are included.

<sup>2</sup> The International Atomic Energy Agency is not technically a Specialized Agency, but it is an autonomous intergovernmental agency under the aegis of the United Nations.



**Other United Nations Continuing Bodies—(Continued)**

Disarmament Commission  
International Finance Corporation<sup>1</sup>  
Negotiating Committee for Extra-Budgetary Funds  
Panel for Inquiry and Conciliation  
Preparatory Committee for the Intergovernmental Maritime Consultative Organization  
Scientific Committee on the Effects of Atomic Radiation

**Ad Hoc Bodies**

Ad Hoc Committee on a Special United Nations Fund for Economic Development  
Committee on the Financing of the United Nations Emergency Force

**Commonwealth Organizations**

Commonwealth Advisory Aeronautical Research Council  
Commonwealth Advisory Committee on Defence Science  
Commonwealth Agricultural Bureau Executive Council  
Commonwealth Air Transport Council  
Commonwealth Economic Committee  
Commonwealth Forestry Conference  
Commonwealth Liaison Committee  
Commonwealth Scientific Conference  
Commonwealth Shipping Committee  
Commonwealth Telecommunications Board  
Imperial War Graves Commission  
South Pacific Air Transport Command

**United States-Canada Organizations**

Canada-United States Ministerial Committee on Joint Defence  
International Boundary Commission  
International Joint Commission  
Joint Committee on Trade and Economic Affairs  
Permanent Joint Board on Defence

**Inter-American**

Commissions on Geography and Cartography of the Pan-American Institute of Geography and History  
Inter-American Statistical Institute  
Pan-American Radio Office  
Postal Union of the Americas and Spain

**Colombo Plan**

Consultative Committee on Co-operative Economic Development in South and Southeast Asia  
Council for Technical Co-operation in South and Southeast Asia

---

<sup>1</sup> The International Finance Corporation is an affiliate of the International Bank for Reconstruction and Development.

**Conservational**

Great Lakes Fishery Commission  
International North Pacific Fisheries Commission  
International Northwest Atlantic Fisheries Commission  
International Pacific Halibut Commission  
International Pacific Salmon Fisheries Commission  
International Whaling Commission  
North Pacific Fur Seals Commission

**Economic<sup>1</sup>**

Contracting Parties to the General Agreement on Tariffs and Trade  
Customs Co-operation Council  
European Productivity Agency (as associate member)  
Inter-Allied Reparations Agency  
Intergovernmental Committee for European Migration  
International Bureau for the Publication of Customs Tariffs  
International Convention for the Protection of Literary and Artistic Property  
International Cotton Advisory Committee  
International Rubber Study Group  
International Sugar Council  
International Tin Council  
International Union for the Protection of Industrial Property  
International Wheat Council  
International Wool Study Group  
Organization for European Economic Co-operation  
(as associate member)  
United Kingdom-Canada Continuing Committee on Trade and Economic Affairs

**Scientific**

International Bureau of Weights and Measures  
International Hydrographic Bureau  
International Institute of Refrigeration

---

<sup>1</sup> See also under previous headings.

## APPENDIX E

### INTERNATIONAL CONFERENCES HELD IN 1958 AT WHICH CANADA WAS OFFICIALLY REPRESENTED

#### United Nations Conferences

- Economic and Social Council: 25th session, New York, April 15; 26th session, Geneva, July 1; 26th session (resumed), New York, October 23, December 10.
- Commission on International Commodity Trade; 6th session, New York, May 5.
- Commission on Narcotic Drugs: 13th session, Geneva, April 28.
- Commission on the Status of Women: 12th session, Geneva, March 17.
- Statistical Commission: 10th session, New York, April 28.
- United Nations Children's Fund: Executive Board and Programme Committee, New York, March 3; New York, September 2.
- Food and Agriculture Organization: Grain Seminar, Rome, March 3; 4th Inter-American Meeting on Livestock Production, Kingston, Jamaica, July 22; 29th session of Council, Rome, October 27.
- Intergovernmental Maritime Consultative Organization: Preparatory Committee, New York, June 3.
- Interim Co-ordinating Committee for International Commodity Arrangements, Exploratory Meeting on Lead and Zinc, London, September 10.
- Exploratory Meeting on Lead and Zinc, Geneva, November 6.
- International Atomic Energy Agency: Board of Governors, Vienna, January 13; Vienna, March 10; Vienna, April 24; Vienna, June 16; Vienna, September 16; Second General Conference, Vienna, September 22.
- International Civil Aviation Organization: 13th assembly, Montreal, May 20; 3rd session of Statistical Division, Montreal, May 20; Special Communications Division, Montreal, August 19.
- International Conference on the Law of the Sea, Geneva, February 24.
- International Labour Organization: Conference, 41st (Maritime) session, Geneva, April 28; Conference, 42nd session, Geneva, June 3.
- International Monetary Fund: 13th meeting of Board of Governors, New Delhi, October 5.
- International Telecommunications Union: 13th session of Administrative Council, Geneva, April 21; 14th session of Administrative Council, Geneva, September 29.
- Second United Nations International Conference on the Peaceful Uses of Atomic Energy, Geneva, September 1.
- Security Council: in continuous session.
- United Nations Advisory Committee on the Peaceful Uses of Atomic Energy, Geneva, May 7; New York, November 12.
- United Nations Educational, Scientific and Cultural Organization: 10th session of General Conference, Paris, November 4.
- United Nations General Assembly: 3rd emergency special session, New York, August 8; 13th session, New York, September 16.
- United Nations High Commissioner for Refugees: Executive Committee, Geneva, January 13; Geneva, June 2; Geneva, September 25.



**United Nations Conferences—(Continued)**

- United Nations Scientific Committee on the Effects of Atomic Radiation: 4th session, New York, January 27; 5th session, New York, June 3.
- United Nations Sugar Conference, Geneva, September 22.
- World Health Organization: 11th session of Assembly, Minneapolis, May 28.
- World Meteorological Organization: 2nd session of the Committee for Synoptic Meteorology, New Delhi, January 21; 10th session of Executive Committee, Geneva, April 29; 2nd session of Regional Association IV, December 1.

**Other Conferences**

- Commonwealth Telecommunications Network Conference, London, May 28.
- Commonwealth Trade and Economic Conference, Montreal, September 15.
- Conference of Experts to Study the Possibility of Detecting Violations of a Possible Agreement on Suspension of Nuclear Tests, Geneva, July 1.
- Conference of Experts for the Study of Possible Measures which Might be Helpful in Preventing Surprise Attack and for the Preparation of a Report thereon to Governments, Geneva, November 10.
- Conference for the Revision of the Convention for the Protection of Industrial Property, Lisbon, October 6.
- Consultative Committee on Co-operative Economic Development in South and Southeast Asia, 10th meeting, Seattle, October 20.
- General Agreement on Tariffs and Trade: Brazilian Tariff Negotiations, Geneva, March 14; Interessional Committee, Geneva, April 14; Council of Ministers, Paris, July 29; 13th session of Contracting Parties, Geneva, October 16; Council of Ministers, Paris, December 15.
- Inter-American Statistical Institute: Sub-Committee for the Census of the Americas, San José, July 14; 6th session of the Committee for the Improvement of National Statistics, Buenos Aires, November 17.
- Intergovernmental Committee for European Migration: Executive Committee, 11th session, Geneva, November 4; Council, 9th session, Geneva, November 12.
- International Commission for the Northwest Atlantic Fisheries, Halifax, June 9.
- International North Pacific Fisheries Commission, Tokyo, November 4.
- North Atlantic Council: Meeting of Defence Ministers, Paris, April 15; Meeting of Foreign Ministers, Copenhagen, May 5; Meeting of Foreign, Defence and Finance Ministers, Paris, December 16.
- North Pacific Fur Seal Conference, Washington, December 8.
- Organization for European Economic Co-operation: Council of Ministers, Paris, July 29; Paris, December 15.
- Pan-American Institute of Geography and History: 8th Cartographic Consultative Meeting, Havana, February 12; 3rd meeting of the Directing Council, Washington, August 25 (observer).
- Pan-American Sanitary Conference, San José, September 21, (observer).

## APPENDIX F

### INTERNATIONAL AGREEMENTS TO WHICH CANADA IS A PARTY: DEVELOPMENTS DURING 1958

#### 1. Bilateral Agreements

##### Australia

*Agreement* between the Government of Canada and the Government of the Commonwealth of Australia for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income. Signed at Mont Tremblant October 1, 1957. Entered into force May 31, 1958.

##### Belgium

*Convention* between the Government of Canada and the Government of Belgium for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income. Signed at Ottawa April 10, 1958.

*Convention* between the Government of Canada and the Government of Belgium for the purpose of extending to the Belgian Congo and to the Territory of Ruanda-Urundi under trusteeship the Convention between Canada and Belgium for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income. Signed at Ottawa April 10, 1958.

##### Ceylon

*Financial Agreement* between the Government of Canada and the Government of Ceylon. Signed at Ottawa November 5, 1958. Entered into force November 5, 1958.

##### Denmark

*Exchange of Notes* modifying the Agreement of December 13, 1949, with regard to air services. Signed at Ottawa May 16, 1958. Entered into force May 16, 1958.

*Exchange of Notes* modifying the Exchange of Notes of September 22 and October 14, 1949 concerning visas. Signed at Ottawa July 14, 1958. Entered into force July 14, 1958.

##### Finland

*Exchange of Notes* between Canada and Finland modifying the Agreement of January 9, 1956 concerning visas. Signed at Ottawa December 9, 1958. To enter into force January 1, 1959.

##### France

*Exchange of Notes* between Canada and France modifying the air agreement signed at Ottawa August 1, 1950. Signed at Ottawa October 22, 1958. Entered into force October 22, 1958.

**India**

*Financial Agreement* between the Government of Canada and the Government of India. Signed at Ottawa October 22, 1958. Entered into force February 20, 1958.

*Financial Agreement* between the Government of Canada and the Government of India. Signed at Ottawa October 22, 1958. Entered into force October 22, 1958.

**Norway**

*Exchange of Notes* modifying the Agreement of February 14, 1950 with regard to air services. Signed at Ottawa May 16, 1958. Entered into force May 16, 1958.

*Exchange of Notes* modifying the Exchange of Notes of March 4 and 13, 1950 concerning visas. Signed at Ottawa July 14, 1958. Entered into force July 14, 1958.

*Exchange of Notes* concerning the transfer to Norway of the three Prestonian Class Frigates on loan to that country. Signed at Oslo July 1, 1958. Entered into force, July 1, 1958.

**Pakistan**

*Convention* for the reciprocal protection of the priority of filing dates of applications for patents of invention. Signed at Karachi January 15, 1958. Entered into force July 1, 1958.

**Portugal**

*Exchange of Notes* concerning non-immigrant visa arrangements between Canada and Portugal. Signed at Lisbon January 24, 1958. Entered into force February 15, 1958.

*Exchange of Notes* amending paragraph 7 of the annex to the agreement for air services between the two countries signed at Lisbon April 25, 1947. Signed at Lisbon March 5 and 31, 1958. Entered into force March 31, 1958.

**Federation of Rhodesia and Nyasaland**

*Trade agreement* between Canada and the Federation of Rhodesia and Nyasaland. Signed at Salisbury February 6, 1958. Entered into force February 7, 1958.

**Sweden**

*Exchange of Notes* modifying the Agreement of June 27, 1947 with regard to air services. Signed at Ottawa May 16, 1958. Entered into force May 16, 1958.

*Exchange of Notes* modifying the Agreement of June 30, 1949 concerning visas. Signed at Ottawa July 14, 1958. Entered into force July 14, 1958.

**Switzerland**

*Agreement* between Canada and Switzerland for air services between and beyond the two countries; with exchange of notes. Signed at Berne January 10, 1958. Entered into force provisionally January 10, 1958.

*Agreement* to provide for co-operation in the peaceful uses of atomic energy. Signed at Ottawa March 6, 1958. Instruments of Ratification exchanged at Ottawa July 31, 1958. Entered into force July 31, 1958.



*Exchange of Notes* between Canada and Switzerland abrogating the agreement of August 27, 1872 between Great Britain and Switzerland concerning succession duties. Signed at Ottawa March 28 and June 23, 1958. Entered into force September 8, 1958.

### **Union of South Africa**

*Agreement* for the prevention of fiscal evasion and the avoidance of double taxation with respect to income tax. Signed at Ottawa September 28, 1956. Instruments of ratification exchanged at Pretoria October 11, 1957. Entered into force January 22, 1958.

*Agreement* for the prevention of fiscal evasion and the avoidance of double taxation with respect to succession duties. Signed at Ottawa September 28, 1956. Instruments of ratification exchanged at Pretoria October 11, 1957. Entered into force January 22, 1958.

### **United Kingdom**

*Exchange of Notes* between Canada and the United Kingdom amending the Agreement of August 19, 1949 for air services between and beyond their respective countries. Signed at Ottawa August 18, 1958. Entered into force August 18, 1958.

*Exchange of Notes* between Canada and the United Kingdom terminating the application of the Canada-U.K. Income Tax Agreement (1946) to the territories of Nyasaland and Southern Rhodesia. Signed at Ottawa May 1, 1957 and February 13, 1958. Entered into force February 13, 1958.

### **United States of America**

*Exchange of Notes* between Canada and the United States of America concerning the "Buffalo-Fort Erie Peace Bridge". Signed at Washington April 3 and 11, 1958.

*Agreement* between the Government of Canada and the Government of the United States of America concerning the organization and operation of the North American Air Defence Command (NORAD). Signed at Washington May 12, 1958. Entered into force May 12, 1958.

*Exchange of Notes* between Canada and the United States of America providing for the renewal of the arrangement of 1942 for the exchange of agricultural labour and machinery. Signed at Ottawa May 23, and June 2, 1958. Entered into force June 2, 1958.

*Exchange of Notes* concerning aerial refueling facilities in Canadian territory. Signed at Ottawa June 20, 1958. Entered into force June 20, 1958.

*Exchange of Notes* concerning the establishment of a Canada-United States of America Committee on Joint Defence. Signed at Ottawa August 29 and September 2, 1958. Entered into force September 2, 1958.

*Exchange of Notes* between Canada and the United States concerning the seasonal movement between the two countries of woods workers. Signed at Ottawa October 31, 1958. Entered into force October 31, 1958.

### **The West Indies**

*Exchange of Notes* between Canada and The West Indies giving formal effect to the statement of principles agreed between the two countries for co-operative economic development of The West Indies. Signed at Ottawa October 18, 1958. Entered into force October 18, 1958.

## 2. Multilateral

*Convention on damage caused by foreign aircraft to third parties on the surface.* Done at Rome October 7, 1952. Signed by Canada May 26, 1954. Canada's Instrument of Ratification deposited January 16, 1956. Entered into force February 4, 1958.

*Convention on the inter-governmental maritime consultative organization.* Accepted by Canada October 15, 1948. Entered into force March 17, 1958.

*Final Act of the United Nations Conference on the Law of the Sea.* Signed by Canada at Geneva April 29, 1958.

*Convention on the territorial sea and the contiguous zone.* Signed by Canada at Geneva April 29, 1958.

*Convention on the high seas.* Signed by Canada at Geneva April 29, 1958.

*Convention on fishing and conservation of the living resources of the high seas.* Signed by Canada at Geneva April 29, 1958.

*Convention on the continental shelf.* Signed by Canada at Geneva April 29, 1958.

*Optional Protocol of signature concerning the compulsory settlement of disputes.* Signed by Canada at Geneva April 29, 1958.

*Amendment to paragraph 22 of Article IV of the International Tin Agreement of March 1, 1954.* Done at London October 18, 1956. Canada's Instrument of Acceptance deposited July 9, 1958. Entered into force July 19, 1958.

*The International Convention for the prevention of pollution of the sea by oil, 1954.* Signed by Canada May 12, 1954. Canada's Instrument of Accession deposited December 19, 1956. Entered into force July 26, 1958.

*Protocol relating to an amendment to article 45 of the Convention on International Civil Aviation.* Done at Montreal June 14, 1954. Canada's Instrument of Ratification deposited September 2, 1958. Entered into force for Canada September 2, 1958.

*Universal Postal Convention, Ottawa 1957, Final Protocol and Annexes, detailed regulations, provisions concerning air mail, final Protocol to provisions concerning air mail.* Signed by Canada October 3, 1957. Canada's Instrument of Ratification deposited August 11, 1958.

*Seventh Protocol of rectifications and modifications to the texts of the Schedules to the General Agreement on Tariffs and Trade.* Done at Geneva November 30, 1957. Signed by Canada November 10, 1958.

*Multilateral Declaration to denounce Part II of the Inter-American Radio-communications Convention.* Done at Washington December 20, 1957. Signed by Canada December 20, 1957. Entered into force December 20, 1958.

*International Sugar Agreement of 1958.* Signed by Canada December 23, 1958.

## APPENDIX G

### PUBLICATIONS OF THE DEPARTMENT

#### 1. Printed Publications

The following publications are obtainable from the Queen's Printer, Ottawa:  
*Report of the Department of External Affairs.* Report to Parliament covering the work of the Department during each calendar year. Price: Canada and the United States, 25 cents; other countries, 30 cents.

*Canada Treaty Series.* Texts of treaties, conventions, and other agreements concluded between Canada and other countries. Price: Canada and the United States, 25 cents; other countries, 30 cents.

*Conference Series.* Reports on the proceedings of certain international conferences in which Canada has participated since 1945. The following are included in this series:

*Canada and the United Nations.* An annual report on Canadian participation in the work of the United Nations and its Specialized Agencies. Price: Canada and the United States, 50 cents; other countries, 60 cents.

*London and Paris Agreements.* Conference Series 1955, No. 1. A selection of documents resulting from meetings held in London and Paris concerning the accession of the Federal Republic of Germany to the North Atlantic Treaty Organization. Price: Canada and the United States, 50 cents; other countries, 60 cents.

*Canadian Representatives Abroad and Representatives of Other Countries in Canada.* Issued three times a year. A directory of Canadian diplomatic, consular, and trade offices abroad and of diplomatic, consular and trade offices of other countries in Canada. Price: annual subscription, Canada and the United States, \$1.00; other countries, \$1.50. Single copies, Canada and the United States, 35 cents; other countries, 50 cents.

*Diplomatic Corps.* Published quarterly. Price: annual subscription, Canada and the United States, \$1.00; other countries, \$1.50. Single copies, Canada and the United States, 25 cents; other countries, 50 cents.

*External Affairs.* A monthly bulletin containing articles on subjects of current international interest and official statements of Canadian foreign policy. Price: annual subscription, Canada and the United States, \$1.00; students in Canada, 50 cents; other countries, \$2.00.

#### *White Papers.*

*The Crisis in the Middle East*—October-December 1956. Price: Canada and the United States, 50 cents; other countries, 60 cents.

*The Crisis in the Middle East*—January-March 1957. Price: Canada and the United States, 50 cents; other countries, 60 cents.

*Report on Disarmament Discussions 1957.* Price: Canada and the United States, 25 cents; other countries, 30 cents.

*Special Publication: Canada From Sea To Sea.* An illustrated booklet for distribution abroad dealing in popular style with various aspects of Canada—its history and geography, economic and trading position, status as a world power, people, culture, institutions, government and its traditions. Published in English and French. Price: Canada and the United States, 50 cents; other countries, 60 cents.



## 2. Mimeographed Publications

*Canadian Weekly Bulletin.* A summary of news and developments.

*Reference Papers.*<sup>1</sup> Background information on various aspects of Canadian affairs.

*Reprints.* Articles on Canada and Canadian affairs reprinted from a variety of sources, chiefly from Canadian periodicals.

*Statements and Speeches.* <sup>1</sup>Full texts of important official speeches on external or domestic affairs.

*Supplementary Papers.*<sup>1</sup> Full texts of statements and reports, mainly on specialized subjects, supplementing the statements and speeches series.

*Press Releases.*<sup>2</sup> English and French on appointments, distinguished visitors, presentation of letters of credence, conclusion of international agreements, and delegations to international conferences.

## 3. NATO and Colombo Plan Publications

The Department also distributes to Members of Parliament, public libraries, universities and newspapers, information material produced by the NATO Information Services and by the Colombo Plan Information Unit.

---

<sup>1</sup> Items which deal with international affairs are distributed in Canada. They are free of charge and may be obtained from the Information Division, Department of External Affairs, Ottawa.

<sup>2</sup> Obtainable without charge from the Press Office, Department of External Affairs, Ottawa.













# REPORT

of the

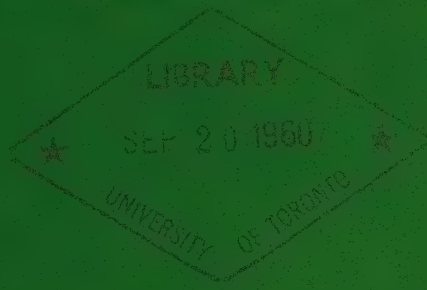
Canada

Department of External Affairs,

1959

91 EA

1955















**REPORT**  
**of the**  
**DEPARTMENT OF**  
**EXTERNAL AFFAIRS**  
**1959**

**Submitted to Parliament under the Provisions of the  
Department of External Affairs Act**

**The Queen's Printer and Controller of Stationery  
Ottawa, 1960**



THE  
OF THE  
1917-1918

Price 25 cents                      Cat. No. E1-59

Available from the Queen's Printer  
Ottawa, Canada

## CONTENTS

	PAGE
LETTER OF TRANSMITTAL .....	vi
CHAPTER	
I. The United Nations .....	1
II. The North Atlantic Treaty Organization .....	8
III. The Commonwealth of Nations .....	12
IV. Europe .....	14
V. The Middle East .....	26
VI. The Americas .....	31
VII. East Asia .....	35
VIII. Legal and Consular Affairs .....	40
IX. Economic Affairs .....	44
X. Information Activities .....	55
XI. Organization and Administration of the Department .....	60
APPENDIX	
A. Organization of the Department at Ottawa .....	62
B. Canadian diplomatic and consular representation abroad ...	63
C. Diplomatic and consular representation of other countries in Canada .....	65
D. International associations and organizations of which Canada is a member .....	67
E. International conferences at which Canada was represented	70
F. International agreements to which Canada is a party: developments during 1959 .....	72
G. Publications of the Department .....	77





Hon. HOWARD C. GREEN, M.P.,

Secretary of State for External Affairs.

As required by the Department of External Affairs Act, I have the honour to submit to you for presentation to Parliament the fiftieth report of the Department, covering the calendar year 1959.

It gives me pleasure to express my appreciation of the manner in which the members of the staff, at home and abroad, have carried out their duties and also of the spirit of co-operation shown by other Government Departments which are concerned with various aspects of Canada's relations with other countries.

N. A. ROBERTSON,  
*Under-Secretary of State  
for External Affairs.*

Ottawa, May 2, 1960.





# ANNUAL REPORT FOR 1959

## I

### THE UNITED NATIONS

#### 1. Political

The activities of the United Nations during 1959 took place in a noticeable atmosphere of reduced international tension. This development was the result of direct discussions among the United Kingdom, the United States, France and the Soviet Union on important international problems, especially significant being the agreement between the U.S.S.R. and the United States for an exchange of visits at the highest level. In this atmosphere the United Nations was able to play a more effective role in international affairs than in 1958, when recurring deadlocks seemed to be threatening the organization with political sterility. This chapter is largely concerned with the more general aspects of the United Nations and with its activities in the political and refugee fields. Economic and social work is dealt with in subsequent chapters.<sup>1</sup>

The fourteenth session of the General Assembly, which met from September 15 to December 13, was notable for the moderation and perseverance with which governments sought to obtain agreements and to minimize the process of charge and counter-charge that had so often characterized the debates of the past. Reflecting this development there were, in particular, the unanimous resolutions on disarmament, outer space and the study of atomic radiation, the last-mentioned being accomplished largely through the initiative of Canada. There also appeared to be a more harmonious approach to the problems of the economic development of less-developed areas. Differences between the industrialized and the less-industrialized countries seemed less acute; an important accomplishment in this field was the approval of the International Development Association. At the request of the administering authorities, and with the concurrence of the inhabitants of the territories concerned, the Assembly agreed to arrangements for the independence in 1960 of Togoland under French administration and of Somaliland under Italian administration.

At its thirteenth session the General Assembly had established an *ad hoc* committee on the peaceful uses of outer space, but the Soviet-bloc members refused to participate because they did not like its composition. India and the U.A.R. did not participate either. It was, therefore, gratifying that the resolution that was adopted at the fourteenth session established a new committee of 24 members, including Canada, whose composition was satisfactory to all the countries concerned. The committee is to review the area of international co-operation, to study means of giving

---

<sup>1</sup>A full account of United Nations activities during 1959 will be found in the publication "Canada and the United Nations 1959", which will be issued in 1960.

effect to projects in the peaceful uses of outer space which could appropriately be undertaken under United Nations auspices and to examine the nature of legal problems which may arise from exploration of outer space. By the same resolution the Assembly requested the committee to work out proposals for convening in 1960 or 1961, under United Nations auspices, an international scientific conference of interested members of the United Nations and of the Specialized Agencies for the exchange of experience in the peaceful uses of outer space. Since the prospective benefits to be derived from the peaceful uses of outer space and from the establishment of the rule of law in outer space are immense, inclusion of this subject among the effective responsibilities of the United Nations may prove to be of particular importance for the organization.

The Canadian initiative for a study of atomic radiation arose out of Canada's participation in the United Nations Scientific Committee on the Effects of Atomic Radiation. The report of this Committee, which was an interim report prepared in 1959, indicated that many gaps remained in man's knowledge of the nature, levels and effects of atomic radiation. Accordingly, the Canadian Delegation took a strong initiative to obtain further information and co-operation from member states and other interested organizations. This initiative received a wide measure of sympathy and support from all the main geographic areas and political groupings represented in the Assembly. The resolution, which was unanimously approved, provided for joint studies for the purpose of stimulating the flow of information and data on fallout and radiation levels and for encouraging genetic, biological and other studies on the effects of exposure to atomic radiation on the health of human population. It also provided for the collection and analysis by countries having the necessary facilities of radiation samples required for the Scientific Committee's programme. In introducing this resolution, the Secretary of State for External Affairs announced that Canada was prepared to receive from other states radiation samples, collected by prescribed methods, of air, water, soil and food and to analyze them.

Three political items stood out during the fourteenth session. One was Tibet, brought to the attention of the Assembly by Ireland and Malaya. In the General Committee (where the agenda are prepared) a number of countries were doubtful whether it would be useful for the United Nations to pursue this subject. The vote for including the Tibetan issue in the Assembly agenda was 43 in favour, 11 against and 25 abstentions, the last mainly by Asian and African members. The Assembly ultimately adopted a resolution that called for "respect for the fundamental human rights of the Tibetan people". It received the support of most members, including Canada.

The proceedings on the item on Hungary coincided with reports of continuing trials and executions and the possible imminence of further executions, despite solemn assurances given in the General Assembly that such trials and executions had been brought to an end. As on previous occasions, however, the General Assembly was unable to do much more than call on Hungary and the U.S.S.R. to honour the relevant United Nations resolutions.

The contest perhaps least in keeping with the improved atmosphere at the General Assembly arose during the elections to the Security Council. The elections of Ceylon (to replace Canada) and Ecuador on the first ballot were straightforward but the third vacancy produced a rivalry



between Poland and Turkey that had undertones of the cold war. With several other Western countries, Canada supported Poland's candidature, largely on the grounds that it would be desirable to restore to full effect the "gentlemen's agreement" of 1946 regarding the tenure of the non-permanent seats, which included the understanding that an Eastern European country would usually hold this seat. In the event, by agreement after 51 further ballots, this third vacancy was shared by the two countries on the understanding that each would hold the seat for one year, Poland for 1960 and Turkey for 1961.

The debate on the financing of the United Nations Emergency Force (UNEF) was of concern to Canada. The special budget for UNEF amounts to some \$20 million a year and hitherto member countries of the United Nations have been assessed on the same basis as applies to contributions to the regular United Nations budget. The Soviet bloc and a number of other countries, however, have declined, for various reasons, to contribute and the financing of the force has become increasingly difficult. At the fourteenth session the Assembly adopted, with Canada voting in favour, a modified system of assessment, which in effect would decrease the contributions of the smaller countries and put emphasis on voluntary contributions from wealthier countries. It is expected that this system will ease the problem of financing UNEF.

A recurring item debated many times at the United Nations is the Union of South Africa's *apartheid* policy. The Canadian position at the fourteenth and previous sessions of the General Assembly has been to indicate disapproval of any form of racial discrimination. The resolution this year, however, was not confined to the general principle but contained paragraphs that implied strong criticism of South Africa. In the Canadian view such criticism was unlikely to contribute to a solution of the problem. The Canadian Delegation abstained on the resolution as a whole but supported those paragraphs that opposed racial discrimination and which recalled the obligation of all members of the United Nations to observe, promote and maintain human rights. The vote on the resolution in the General Assembly was 62 in favour and 3 against with 7 abstentions.

Another item on which the resolution, in the Canadian view, would not serve to resolve the problem and might only make a solution more difficult was the question of Algeria. The discussion of this item attracted considerable interest, partly because it followed on a statement from the French Government concerning eventual Algerian self-determination. However, there was some doubt whether it was useful for the United Nations to consider the issue at this time. In spite of the determination of a number of delegations to press the matter in an endeavour to influence future events, support fell short of the necessary two-thirds majority approval of the draft resolution. The Canadian Delegation voted against the resolution and the Assembly eventually decided to take no action on Algeria at the fourteenth session.

On the subject of amendments to the United Nations Charter to permit an extension of the membership of the Security Council and the Economic and Social Council, it was apparent that there was an increased desire among member countries to find some solution to this problem. The resolution adopted provided that these items should be placed in the provisional agenda of the fifteenth session.

A major problem considered by the Security Council in the course of the year was the question of Laos. This matter arose in early September



as a result of an appeal to the Secretary-General by the Laotian Government for a United Nations emergency force to halt alleged military aggression by North Vietnam. This item was of particular interest to Canada, which is a member of the International Supervisory Commissions for Laos, Vietnam and Cambodia, although the first has not met since it adjourned *sine die* in 1958. The Council adopted, as a procedural matter not subject to the veto and by a vote of ten to one (the U.S.S.R.), a resolution that established a sub-committee of the Security Council under Article 29 of the Charter to "conduct such enquiries as it may determine necessary and to report to the Security Council as soon as possible". Argentina, Italy, Japan and Tunisia were named as members of the sub-committee, which left New York for Laos on September 12 and returned to United Nations headquarters on October 21 to report on its fact-finding mission. Since the findings of the sub-committee were not conclusive, the Secretary-General considered it useful to go to Laos himself. On his return, with the consent of the Royal Laotian Government, he left a personal representative there. As a result of the action taken, some measure of stability seemed to be attained in the area.

Canada continued active membership in all the Specialized Agencies of the United Nations during 1959 and was represented at their various conferences.<sup>1</sup>

## 2. Disarmament

During 1959 disarmament continued to be the subject of negotiation in several bodies, both within and without the United Nations.

The conference of experts on measures to reduce the danger from surprise attack, which adjourned in December 1958, did not resume its sessions during 1959. However, the political negotiations on devising a system for enforcing a ban on nuclear testing, which had begun on October 31, 1958, were resumed in January 1959 and continued with periodic recesses throughout the year. The three military nuclear powers, the United Kingdom, the United States and the U.S.S.R., proceeded with the discussion of a draft treaty for the discontinuance of nuclear tests and the actual establishment of a control system and succeeded in reaching agreement on some twenty articles. The central problem that emerged concerned the method of taking decisions for the inspection of national territories when events detected by the instruments at control posts could be suspected of being nuclear explosions. While considerable progress was made in the course of these discussions, a number of important difficulties still remained to be resolved at the end of 1959.

As a result of unilateral decisions by the three powers concerned, no nuclear weapons were actually tested during the entire year. Nevertheless, the President of the United States announced at the close of 1959 that the United States Government would consider itself free to resume testing when the moratorium on tests expired on December 31, 1959. In making this announcement, President Eisenhower explained that no future tests would be conducted without notice. The United Kingdom Government subsequently announced that it would maintain its moratorium on tests so long as the Geneva talks on the suspension of nuclear tests continued to be useful.

---

<sup>1</sup>For UN technical and financial assistance see Chapter IX, and for Canada's participation in UNESCO see Chapter X.

The Canadian authorities followed these developments with the closest attention, because of the Canadian Government's long-standing record of active interest and participation in disarmament negotiations, particularly in the context of the United Nations. Of special interest to Canada was the agreement reached at the four-power conference of foreign ministers in August to renew talks on the general subject of disarmament in a new negotiating body. Canada had participated in the discussions in the Sub-Committee of the United Nations Disarmament Commission, which were finally suspended in September 1957. The four foreign ministers agreed that general disarmament talks should be resumed in a new ten-nation Disarmament Committee composed of representatives of five Western and five Soviet-bloc countries. By the end of 1959 the Western countries had agreed with the Soviet bloc that the new committee, which would submit its reports to the United Nations Disarmament Commission, should meet early in 1960, before the meetings at the summit scheduled for May 1960, the agenda for which also include the question of disarmament. Canada will be one of the five Western nations participating in the ten-power negotiations. The Canadian representative will be Lieutenant-General E. L. M. Burns, former Commander of the United Nations Emergency Force.

As a result of the progress achieved during 1959 in negotiations over disarmament, the United Nations General Assembly, for the first time in its history, was able to adopt a resolution on disarmament co-sponsored by all 82 members of the United Nations. The resolution, which was drafted in negotiations between the U.S.S.R. and the U.S.A., provided for the transmittal to the United Nations Disarmament Commission and to the new ten-power Disarmament Committee of all the proposals that had been made during the Assembly's debates on disarmament. These included the Soviet proposals made by Mr. Khrushchov in a statement to the General Assembly on September 18 and the proposals of the United Kingdom, made by Mr. Selwyn Lloyd. The resolution also expressed the hope that measures leading towards the goal of general and complete disarmament under effective international control would be worked out in detail and agreed upon in the shortest possible time.

The General Assembly also adopted three resolutions dealing with nuclear tests. A resolution dealing specifically with the intention of France to conduct nuclear test explosions in the Sahara expressed the Assembly's grave concern and requested France to refrain from such tests. On the general question of nuclear tests a resolution was adopted that expressed the hope that the parties concerned would intensify their efforts to conclude as quickly as possible an agreement for the prohibition of nuclear test explosions under an appropriate international control system. A further resolution appealed "to the states concerned in the Geneva discussions to continue their present voluntary suspension of tests and to other states to desist from such tests". Canada voted for all three resolutions, which were adopted by large majorities.

Finally, the General Assembly adopted a resolution providing for the continuance of the Disarmament Commission in its present form (that is, all 82 members of the United Nations being also members of the Commission) and requesting the Secretary-General of the United Nations to provide such facilities as might be required by the new ten-power Disarmament Committee. The resolution was adopted unanimously.



### 3. Refugees

The year 1959 marked the beginning of World Refugee Year (WRY) which was established by a General Assembly resolution of December 5, 1958. WRY, which began in Canada on June 28 and will end on July 1, 1960, is a co-operative international effort by almost seventy governments to solve some refugee problems and to reduce others to manageable proportions. During WRY governments are called on to make special contributions to assist this special effort on behalf of refugees.

The Secretary of State for External Affairs announced in the General Assembly on September 24 that, as its special contribution to WRY, the Canadian Government would waive normal immigration regulations to admit a substantial number of tuberculous refugees, along with their families, for treatment and rehabilitation in Canada. The number of tuberculous refugees who could be provided for under this programme was established at 100 and the movement was expected to involve a total of 400-500 persons. The Federal Government undertook responsibility both for the cost of transporting the refugees to Canada and for their treatment in sanatoria. The Government will also pay, where necessary, for the maintenance of dependents who may be unable to support themselves while a member of the family is undergoing treatment.

A number of provincial governments, who administer the sanatoria in which refugees will be located, have volunteered to accept part of the cost of hospital treatment for the refugees. The programme in its first year is expected to cost more than \$750,000, including the shares of the federal and provincial governments, and there will be further costs in succeeding years.

By the end of 1959, about 200 of the refugees in this group (approximately 50 families) had arrived in Canada. The remainder were expected to follow early in 1960. Canada was the first country outside Western Europe to accept tuberculous refugees and to accept financial responsibility for them, although a number of European countries had previously assumed responsibility for tuberculous cases.

In 1959 Canada announced a contribution of \$290,000 to the programme of the High Commissioner for Refugees, which replaced, as of January 1, 1959, the former United Nations Refugee Fund, or UNREF, the mandate of which had expired on December 31, 1958. The grant of \$290,000 to the High Commissioner's programme represented a substantial increase over the \$200,000 contributed in 1958. The increase was decided upon in view of the accelerated programme authorized by the United Nations General Assembly at its twelfth session for the closing of refugee camps in Europe. Under this accelerated programme it is hoped that the approximately 120 remaining European camps can be closed by 1961.

In 1959 Parliament approved a contribution of \$60,000 applicable to the 1958 operation of the Far Eastern programme of the Inter-governmental Committee for European Migration (ICEM). This programme is designed to relocate some 9,500 refugees of European origin who are now in China. In November the Canadian delegation to the ICEM sessions at Geneva announced that Parliamentary approval would be sought for a similar grant of \$60,000 to the Far Eastern programme, which would be applicable to the 1959 portion of the programme.



At a pledging conference held at United Nations headquarters in December, the Canadian representative said that Parliamentary approval would be sought for a Canadian contribution in 1960 of \$290,000 to the programme of the High Commissioner for Refugees.

Another important refugee and rehabilitation activity in which Canada is concerned is the programme of the United Nations Relief and Works Agency for Palestine Refugees.<sup>1</sup>

#### 4. Other Activities

Through the activities of the Economic and Social Council (ECOSOC), the United Nations seeks international co-operation to promote higher standards of living, full employment, and conditions of economic and social progress. The Council is assisted in this task by seven functional commissions, four regional economic commissions, standing or *ad hoc* committees, and the Specialized Agencies.

Having completed a third term on ECOSOC in 1958, Canada was succeeded, at the beginning of the year, by New Zealand. However, Canada was represented at the twenty-seventh session of ECOSOC, meeting in Mexico City from April 7 to 24, by an official observer; and, at the twenty-eighth session, which met in Geneva from June 30 to July 31, representatives from the Canadian Permanent Mission to the United Nations in Geneva attended as observers.

In 1959 Canada was a member of the Population Commission, the Statistical Commission, the Commission on the Status of Women, the Commission on Narcotic Drugs, and the Commission on International Commodity Trade.

Canada was also represented at the meetings of the Technical Assistance Committee, the Executive Committee of the Programme of the United Nations High Commissioner for Refugees and its related Committee on Programme Appraisals, and the Governing Council of the Special Fund.

In the field of assistance to under-privileged peoples, Canada contributed, in addition to the funds mentioned in Section 3 on refugees, \$500,000 and a special additional contribution of \$1,500,000 worth of wheat flour to the United Nations Relief and Works Agency for Palestine Refugees (UNRWA), \$650,000 to the United Nations Children's Fund (UNICEF), and also the aid provided under the United Nations Expanded Technical Assistance Programme (ETAP) and the Special Fund.<sup>2</sup>

In 1959 Canada's share of the net regular budget of the United Nations, which amounted to \$53.7 million (U.S.) was 3.11 per cent, or approximately \$1.6 million (Canadian). This assessment, together with Canada's assessments to the United Nations Specialized Agencies and the International Atomic Energy Agency, totalled approximately \$3.4 million.

---

<sup>1</sup>See Chapter V.

<sup>2</sup>See Chapter IX.

## II

# THE NORTH ATLANTIC TREATY ORGANIZATION

### 1. The North Atlantic Council

The North Atlantic Council met in permanent session in Paris throughout 1959 under the chairmanship of the Secretary-General. Together with its subordinate committees and its international staff, it devoted continuing attention to international political, economic and military developments of direct concern to the alliance, reviewed the defence plans of its members, dealt with expenditures of funds on commonly-financed military installations (infrastructure), and studied the measures required to ensure peacetime readiness and civil defence.

Two ministerial meetings of the Council were convened during the year. The regular spring meeting of foreign ministers was held in Washington from April 2 to 4; special ceremonies at the opening session marked the tenth anniversary of the Treaty, which was signed in Washington on April 4, 1949. In addition to its general review of the progress made by the alliance during the previous ten years, the Council directed its attention to the central problem posed by the Soviet Union's pronouncements on Berlin and Germany. A full discussion took place on the basis of a report received from the foreign ministers of the United States, the United Kingdom, France and the Federal Republic of Germany. There was general agreement that the points of view expressed would be taken into account in formulating the Western position for the negotiations with the Soviet Union scheduled to commence at Geneva later in the spring. The Council expressed its full agreement on the broad lines of policy to be pursued and confirmed its unanimous determination to maintain the freedom of the people of West Berlin and the rights and obligations of the allied powers as expressed in the Council's declaration on Berlin of December 16, 1958. In reviewing developments during the previous ten years, ministers expressed their confidence in the viability of the alliance and their belief that the unity of action and policy which it made possible was the best guarantee of successful negotiations with the Soviet Government and of any genuine resolution of differences between East and West.

The annual meeting of the foreign, defence and finance ministers was convened in Paris from December 15 to 17 and again on December 22 following a meeting during the intervening period of the heads of government of the United States, the United Kingdom, France and Germany. In addition, the foreign ministers of the United States, the United Kingdom, France, Italy and Canada met on December 21 to consider the arrangements for meetings of the ten-nation Disarmament Committee. The first three days of the NATO ministerial meeting were devoted to a review of the international situation, defence problems and the coming negotiations between East and West at the summit. Special attention was directed to

the current Soviet approach to international problems and hope was expressed that the forthcoming negotiations with the Soviet Union would advance the solution of outstanding problems. In examining the military situation, ministers took note of the fact that Soviet military strength continued to grow, and concluded that NATO defence plans remained valid. On the basis of the progress already achieved and the favourable economic situation in most NATO countries, ministers agreed that the effort required to guarantee the necessary strength of the alliance was within the ability of NATO as a whole. Looking ahead, ministers instructed the Permanent Council to undertake long-term planning on the objectives of the alliance in the political, military, scientific and economic fields and in regard to arms control.

The final session of the meeting dealt with the reports of the four heads of state on preparations for the East-West summit meeting and of the five foreign ministers on disarmament questions. Note was taken of the proposal to be communicated to the Soviet Government regarding the opening of East-West negotiations at the summit in Paris in April 1960. The Council expressed satisfaction with the arrangements that were being made to ensure full consultation with NATO during the preparations for these negotiations and ministers undertook to play a constructive part in ensuring their success. On disarmament the Council discussed the report of the five foreign ministers and agreed with their decision that March 15 should be proposed for the first meeting of the ten-nation Disarmament Committee. The Council approved the arrangements for full consultation between The Five and the other members of the alliance. In addition, support was obtained for a Canadian proposal instructing the Permanent Council, calling as it desired on the NATO military authorities, to consider what further assistance it could give to plans for controlled disarmament.

## 2. Military Developments

NATO continued to base its defence policy on the judgment, reiterated at ministerial sessions of the North Atlantic Council during the year, that the maintenance of a powerful deterrent to aggression, consisting of a shield of conventional and nuclear forces in Europe together with retaliatory nuclear strategic forces, was essential to the collective security of member countries.

Canada's main defence commitment continued to be directed towards the support of NATO. The Canadian contribution to the integrated forces in Europe consisted of a Canadian Infantry Brigade Group stationed in Germany and an Air Division of twelve modern jet-fighter squadrons at bases in France and Germany. During the year the Canadian Government decided to re-equip eight fighter squadrons in the Air Division with a modern strike and reconnaissance aircraft, the CF-104. A substantial part of Canada's fleet has been earmarked for the protection of convoys under the command of the Supreme Allied Commander Atlantic (SACLANT) and for the defence of the Canada-United States area, should an emergency arise. The anti-submarine strength of the Canadian naval forces was appreciably increased by the introduction in 1959 of the Argus Maritime aircraft. In addition, Canada participated fully with the United States in the defence of the North American continent. During the year, the co-operative defence arrangements between Canada and the United States, which



were completed in 1958 with the formal establishment of the North American Air Defence Command (NORAD), were further consolidated.<sup>1</sup>

During 1959 Canada continued to provide assistance to NATO European countries in the form of military equipment, aircrew training, logistic support for *matériel* previously transferred and contributions to NATO military and common infrastructure budgets. A total of approximately \$1,700 million has been allocated to these purposes since 1950. Since reaching its peak of \$289 million in 1953-54, the annual dollar value of the Canadian Mutual Aid Programme has declined to an estimated \$90 million in the fiscal year 1959-60. This was due mainly to the gradual depletion of Canadian surplus stocks of weapons and equipment and to the successful completion, in July 1958, of the full-scale NATO Air Training Plan carried out at RCAF establishments in Canada, which, since its inception in 1950, had graduated over 5,500 pilots and navigators from ten member countries. A limited number of aircrew from European countries are continuing their training in Canada under special agreements.

While changing conditions and requirements have gradually altered the size and content of Canada's Mutual Aid Programme, it continues to play a part in the building up of NATO military strength.

#### 4. NATO Parliamentarians

The NATO Parliamentarians Organization held its annual conference in Washington in November. An event of the year—the tenth in the history of the Organization—was the holding of the Atlantic Congress in London in June. Sixteen Canadian parliamentarians attended the annual conference, while the delegation to the Atlantic Congress numbered about sixty, of whom one-third were Members of Parliament and the remainder distinguished citizens from many fields of Canadian life.

The Atlantic Congress originated in a resolution of the NATO Parliamentarians passed at their Annual Conference in 1958. The purpose of the Congress, in the words of its President, was to review the achievements of NATO in its first ten years of existence and to examine the future outlook for the Atlantic Community. The Atlantic Congress attended by more than 600 parliamentarians and distinguished citizens from NATO countries, was opened by Her Majesty The Queen. As in the annual conferences, committees were formed to discuss cultural, political, economic and military matters. The Congress passed a number of resolutions which were followed up by the NATO Parliamentarians Conference in November. These resolutions recommended, among other things, measures for increasing political consultation between member countries and for achieving better co-operation in the provision of aid to under-developed countries, both through existing institutions and through co-operation among Western countries. The resolutions in the military field re-emphasized the need to meet agreed NATO force levels, the need for integrated air defence in Europe, and for co-operation in certain aspects of defence production. In the cultural field the Congress recommended the establishment of an independent Atlantic Institute, and a committee was formed to continue planning for it.

---

<sup>1</sup>See also Chapter VI, Section 1.

At their annual conference the NATO Parliamentarians in essence reaffirmed their support for the work of the Atlantic Congress, and its resolutions in the various fields of NATO activity were expanded and, on the whole, endorsed. Special attention was given in both plenary and committee debates to the political and economic implications that would result from any serious divergence of the economic and trade policies of member countries.

Each year the work of the NATO Parliamentarians has expanded and attracted increasing publicity. The annual conference is a valuable forum of debate on NATO affairs, while special events such as the Atlantic Congress result in public discussion of stimulating ideas regarding the future of the Atlantic Community.

### III

## THE COMMONWEALTH OF NATIONS

Any chronicle of events in the Commonwealth for the year 1959 must be headed, so far as Canada is concerned, by the visit of the Queen. Her Majesty, accompanied by Prince Philip, came for the opening of the St. Lawrence Seaway and made an extensive tour of the country.

The year 1959 brought no change in the composition of the Commonwealth. No new members joined in the course of the year but there were developments of interest to the Commonwealth in a number of dependent territories. A state of emergency was declared in Southern Rhodesia and Nyasaland following outbreaks of violence. Later it was announced that a Commission would be set up, under Lord Monckton, to advise the United Kingdom and Federation Governments in preparation for the constitutional review to be undertaken in 1960. In Kenya interest centred on the plan to lift the emergency measures imposed in 1952 because of the uprising of Mau Mau terrorists, while constitutional advancement for all three East African territories of Kenya, Tanganyika and Uganda was a live subject throughout 1959, with further discussions planned for 1960.

Nigeria continued its progress towards independence, which is scheduled for October 1, 1960. Federal elections held in December resulted in the return to power of the Prime Minister Alhaji Abubakar Tafawa Balewa. The new Parliament will be charged with such important questions as the expected request by Nigeria to become a member of the Commonwealth on achieving its independence. The Secretary of State for External Affairs announced in July that Canada would soon open an office in Nigeria.

Following the cancellation of a projected visit to Ghana by the Queen, the Prime Minister, Dr. Kwame Nkrumah, was invited to stay with the Queen at Balmoral when he was made a member of the Privy Council. Prime Minister Nkrumah is the first African to receive this honour. Prince Philip paid a state visit to Ghana.

In the Union of South Africa the death occurred in November of the Governor General, Dr. E. G. Jansen. He was succeeded in December by Mr. C. R. Swart, who had had a long and notable career of public service in the Union.

Interest in India centred in the deterioration of relations with Communist China along the Himalayan frontier, where there were serious Chinese incursions and armed clashes occurred. Extensive Chinese territorial claims were rejected, but the Indian Government remained willing to discuss minor border rectifications. Progress was made during the year towards the settlement of some of the long-standing disagreements between India and Pakistan.

In Ceylon the Prime Minister, Mr. S. W. R. D. Bandaranaike, was the victim of an assassin in September and his place was taken as Prime Minister by Mr. W. Dahanayake. After a series of domestic political difficulties, the Parliament of Ceylon was dissolved on December 5, with Mr. Dahanayake remaining as head of a caretaker government; general elections are to be held early in 1960.



In Malaya, the Alliance Party was returned to power in federal elections in August and Tunku Abdul Rahman resumed the Prime Ministership he had resigned some months earlier.

General elections also took place in the United Kingdom, where the Conservative Party under Mr. Harold Macmillan was returned to power.

Commonwealth consultation continued as usual in 1959 on many and varied official and unofficial levels and there was, as well, the usual number of visits exchanged by leading Commonwealth statesmen. In November a Commonwealth Parliamentary Conference was held in Canberra. A Canadian parliamentary delegation attended, headed by the Speaker of the House of Commons, Mr. Roland Michener. The Australian Prime Minister, Mr. R. G. Menzies, and the Minister for External Affairs, Mr. R. G. Casey, were both visitors in Ottawa in 1959. From the United Kingdom the most noted among a number of visitors to Canada were the Prime Minister, Mr. Harold Macmillan, and the Foreign Secretary, Mr. Selwyn Lloyd. There were several African visitors, including the Chief Justice of Nigeria, Sir Adetokunbo Ademola, and the Attorney-General of Ghana, Mr. Geoffrey Bing. Two noted Pakistani visitors came to Ottawa, the Minister of Finance, Mr. Mohammed Shoaib, and the Minister of Commerce, Mr. Z. A. Bhutto. From The West Indies Federation, Ottawa had visits by the Prime Minister, Sir Grantley Adams, and the federal Minister of Communications and Works, Mr. Andrew Rose.

As usual, important intra-Commonwealth discussion took place in connection with the Colombo Plan.<sup>1</sup>

---

<sup>1</sup>See note on this subject in Chapter IX, Section 5. For a description of the Commonwealth Scholarship Scheme, see Chapter X.

## IV

### EUROPE

The year 1959 produced no dramatic crises in Europe, although, with the Soviet threat to Berlin hanging over the continent, the early months had an air of uneasiness and uncertainty. The year was notable for further progress, in the East as in the West, toward political consolidation in the various nations and toward regional economic co-operation. A significant example of the former was President de Gaulle's success in implementing his policies within the framework of the French Fifth Republic. In the latter sphere, the European Economic Community and European Free Trade Area developed rapidly in the West. In the East, the Council for Mutual Economic Aid was further consolidated as the guiding economic body for the Soviet bloc. European economies generally prospered, although an unusually dry summer caused some agricultural deficiencies. Soviet initiatives in foreign policy during the latter half of the year made some impression on the peoples of Western Europe but did not change their basic attitudes. Eastern Europe remained under the direct influence of the Soviet Union. Little progress was made in solving the questions of Germany and Berlin, which, though critical problems for the whole world, continued to have a special significance for Europe. While these problems remained constant through the year, it could be said that the atmosphere and the prospects were better at the end of 1959 than at the beginning.

#### 1. Western Europe

##### *France:*

The first year of the Fifth Republic was one of relative calm and consolidation after the critical period that had preceded it.

The Algerian rebellion continued. On September 16 President de Gaulle laid the basis for a liberal political settlement by publicly recognizing the heart of the problem, self-determination, and by offering the inhabitants of Algeria an eventual choice among secession, complete unity with France, or a middle course of association with France.

The institutional developments of the French Community provided for under the constitution of the Fifth Republic proceeded apace with the installation of the Senate of the Community and the holding of five meetings of the Executive Council. The constitutional evolution was taken a step further in December when President de Gaulle announced at St. Louis du Senegal that member states could attain complete independence and could at the same time, if they so desired, remain within the Community. The Federation of Mali and the Republic of Madagascar are expected to take advantage of this development during 1960.

The Government pursued its efforts to enhance France's position in world affairs, especially in the North Atlantic Treaty Organization. Among the measures designed to achieve this aim was the decision to carry out a programme of nuclear tests and armament. France maintained its close

relations with the other five member countries of Euratom, the European Coal and Steel Community, and the European Economic Community, which came into being on January 1. It reaffirmed its support of the EEC, not only on economic grounds, but as a means of furthering European political integration and of consolidating the *rapprochement* with Germany.

The stabilization programme, introduced in December 1958, was successful in restoring balance to the economy while avoiding a serious recession. By late 1959 there were some political differences and social unrest over the advisability of maintaining anti-inflationary measures during a period of moderate expansion. The liberal trading policy announced in 1958 was carried out with successive liberalization measures throughout the year, which reduced discrimination against imports from other countries, particularly those of the dollar area. France proposed a more rapid implementation of the Common Market. Moves were also made to establish financial and economic institutions and arrangements suitable to the French Community.

#### *Belgium, the Netherlands and Luxembourg:*

The foreign policies of Belgium, the Netherlands and Luxembourg continued to be based on effective participation in the North Atlantic Treaty Organization and the movement towards European economic integration.

Although the internal condition of Belgium remained stable, and the coalition government securely in power, the country was afflicted with a chronic coal surplus and attendant unemployment. Major disturbances occurred in the Belgian Congo, which has now been promised independence. In an effort to re-establish a working harmony between Belgium and the Congolese, King Baudouin visited the Congo in December.

Internal politics in the Netherlands remained stable during the year. Elections were held in May and a coalition government was sworn in, which excluded the Labour Party. A major problem affecting the Netherlands was its relations with Indonesia. Relations between the two countries remain strained as a result of the continuing quarrel over West New Guinea.

#### *Italy:*

The government of Mr. Amintore Fanfani, based on a coalition of the Christian Democratic Party's left wing with the Social Democrats under Mr. Saragat, resigned in January. It was succeeded in February by a Christian Democratic government, under the leadership of Mr. Antonio Segni, which enjoyed the support of all parties to the right.

The support of NATO remained the mainstay of Italian foreign policy. Like Canada, Italy consistently pressed for more consultation among the member states and insisted on the political, economic and cultural aspects of the alliance. Italy continued to participate in the development of the European Economic Community, and in the first half of 1959 the Italian Government further reduced restrictions against imports from the dollar area.

On November 12 Italy and Canada initialled an air agreement, permitting the airlines designated by the two states to initiate an air service between Rome and Montreal. During the past two years, Italians have



constituted the largest group of immigrants to Canada, and during the past twelve months Italy has supplied Canada with 28,269 newcomers to this country.

*Spain:*

Positive steps were taken during 1959 to establish closer co-operation with Western nations in political and economic matters. On July 20 Spain became a full member of the Organization for European Economic Co-operation and agreed to implement a stabilization programme providing for the establishment of a more realistic rate of exchange, the abolition of the import-licence system and the liberalization of some fifty per cent of total imports. As a result of this fundamental change in commercial and financial policies, bank credits were tightened, inflationary tendencies were curbed, and the prices of raw materials dropped as the economy went through a strenuous period of re-adaptation. The complete failure of a Communist-organized strike in June confirmed the weakness of opposition groups and the organized strength of government forces. Public statements of the ministers responsible for the stabilization plan indicated a brighter outlook for increased agricultural and industrial production, expanding foreign trade and a marked improvement in the balance of payments.

*Portugal:*

Military and civilian agitation against the Portuguese Government was reported at the beginning of 1959, but political tension had all but disappeared by June. Municipal elections held in October did not bring about any significant change. The Portuguese National Assembly was empowered to amend the constitution and the former system of direct presidential election by universal suffrage was replaced by a ballot in an electoral college consisting of members of the National Assembly and the Corporative Chamber, as well as representatives of municipalities and legislative councils of overseas territories.

Portugal continued to uphold the North Atlantic Treaty Organization and participated in negotiations leading to the establishment of the European Free Trade Association, which was initialled in Stockholm on November 20. Efforts were also made to assist in the economic development of the overseas provinces, particularly in Africa, and to strengthen relations with Brazil.

## 2. North Africa

*Algeria:*

During a year notable for both political and military events in Algeria, the most important development for the future was President de Gaulle's declaration of September 16, pledging France to grant self-determination to the Algerian people within four years of the effective restoration of peace. A few weeks later, President de Gaulle expressed his government's willingness to receive representatives of the insurgents to discuss military preparations for a cease-fire. The "Provisional Government of the Republic of Algeria" (GPRA) accepted the principle of self-determination and renounced the prerequisite of independence for Algeria, but demanded negotiations with France on the political as well as the military aspects

of a cease-fire. The French Government was not prepared to enter into such negotiations since, in its view, this would prejudice the issue that must be decided by the inhabitants of Algeria through a referendum.

The debate on the question of Algeria at the fourteenth session of the United Nations General Assembly, initiated in December by the supporters of the GPRA in Asia and Africa, concluded without a resolution being passed. Within Algeria itself pacification progressed, but terrorist activity did not appreciably decline. Some advance was made in the application of the five-year development plan introduced by President de Gaulle on October 3, 1958, in Constantine, particularly in respect of education, land reform, housing and petroleum development.

#### *Tunisia:*

The President of Tunisia, Habib Bourguiba, and his Neo-Destour party were returned unopposed in elections which took place in November. The Government continued to assert Tunisia's economic independence by nationalizing certain industries, stepping up the expropriation of foreign land holdings, discouraging employment of non-Tunisians through labour regulations, and although remaining in the franc zone, establishing a separate Tunisian account in Paris. There was little improvement in the general economy of the country.

The "Provisional Government of the Republic of Algeria" was transferred from Cairo to Tunis early in the new year. After President de Gaulle's declaration of September 16, President Bourguiba publicly counselled the rebel leaders to act with moderation in formulating their response. Diplomatic relations with the United Arab Republic, broken off by Tunisia in October 1958, were not resumed, nor did Tunisia return to the Council of the Arab League.

#### *Morocco:*

The Moroccan Government was faced with a very difficult economic situation throughout the year. The creation in July of a new Moroccan Central Bank, which assumed the sole right of note issue, gave rise to exchange difficulties between France and Morocco. In the autumn, a substantial devaluation took place and controls were placed on payments within the franc zone. Despite political and labour unrest, the Government remained stable. During President Eisenhower's visit to King Mohammed V in December, it was announced that agreement had been reached on the withdrawal of United States forces from Morocco in the course of the next four years.

### 3. Northern Europe

The three Scandinavian countries, Norway, Sweden and Denmark, experienced a calm year in their domestic affairs. No national elections were held during 1959, and all three continued to be governed by their respective Social Democratic Parties. Scandinavia, in common with much of Europe, had suffered considerably from the economic recession of 1957-58, but recovered from most of these losses in the course of 1959. This recovery was hampered somewhat in all three countries, however, by the continued low level of maritime freight rates, and in Sweden the

advance of the welfare state brought with it a serious budgetary deficit which was overcome only by the adoption, in the face of strong non-Communist opposition, of a new purchase tax.

A significant event in Scandinavia during 1959 was the signature by all three countries in November of the European Free Trade Association agreement.

In foreign as in domestic affairs 1959 was a year of continuation of past policies in Scandinavia. Norway, Denmark and Sweden have regarded the United Nations as the pivot of their foreign policies since its inception, and this year they continued to play prominent roles in its activities. Denmark and Norway remained firm members of the North Atlantic Treaty Organization.

#### *Iceland:*

Two general elections were held in Iceland in 1959 because of a requirement that constitutional amendments must be accepted by two consecutive Parliaments before they are valid. The amendment in question was a new electoral law giving increased representation to urban areas. The Social Democratic Party collaborated with the Independent or Conservative Party to ensure the adoption of this amendment after the first election in June, and joined with them in forming a new cabinet after the second election in October.

The main feature in Iceland's foreign policy during 1959 was the maintenance of its claim to a twelve-mile fishing zone and the consequent continuation of tension between Icelandic enforcement vessels and United Kingdom fishing fleet protected by naval units. No progress took place in resolving this dispute during the year, members of all political parties in Iceland continuing strongly to uphold their country's position. Despite this quarrel with the United Kingdom, however, Iceland maintained its attachment to the North Atlantic Treaty Organization.

#### *Finland:*

The year witnessed a considerable improvement in relations between Finland and the U.S.S.R. These had deteriorated during the previous year to the point where Soviet pressure had forced the resignation of the Finnish Government, but, early in January 1959, President Kekkonen met with Mr. Khrushchov in Moscow and succeeded in effecting a *rapprochement* between the two countries.

In foreign affairs Finland continued to follow a course of strict neutrality in international disputes, especially those between East and West, and in line with this policy the Finns decided in November not to join the European Free Trade Association.

## 4. Central Europe

#### *Germany:*

German foreign relations during the year were dominated by the Berlin question. The year began with tension and uncertainty over the Soviet threat of November 27, 1958, to withdraw unilaterally after six months from the four-power arrangements for Berlin and to turn over their responsibilities to East German authorities. Tension was gradually reduced during the year; the Soviet six-month time limit was extended pending the Geneva foreign ministers conference, and was removed during



the Eisenhower-Khrushchov talks at Camp David in September. The four-power heads of government meeting in December confirmed the Federal Government's policy of insisting that no change in the status of Berlin that would place its freedom in jeopardy could be agreed to.

There was no change in the Federal Government's demand for the reunification of the two parts of Germany and the establishment of an all-German government through free elections. Neither, however, was there any sign that the U.S.S.R. would accept this approach to reunification. The Federal Government continues to consider any form of disengagement in Central Europe as unwise and dangerous and to stress the need for negotiating a general disarmament agreement with the U.S.S.R.

The Federal Republic maintained its firm support for NATO and in 1959 continued its defence buildup in accordance with the Organization's plans. Links with members of the European Economic Community were reinforced during the year and plans for continuing EEC political consultations were approved by the Federal Republic. There was widespread German concern over the possible economic division of Europe into two competing economic blocs, the EEC and European Free Trade Association, and the year ended with some prospect of NATO consultation to mitigate this problem. German policy continued to reflect unqualified support for the long-standing policy of strengthening links with Western Europe and North America.

The domestic political scene was marked by the election in September of Heinrich Lübke as Federal President in succession to Theodor Heuss. The campaign for the presidency, in which Chancellor Adenauer first advanced, then withdrew, his own nomination as candidate of the Christian Democratic Union, and the related controversy with Vice-Chancellor Erhard over party leadership were the conspicuous political events of the year. While these developments disturbed the stability of the German political scene, the leadership of Chancellor Adenauer by the end of the year appeared to be as firm as ever.

The German economy, which began the year with over a million unemployed, gained in strength during the year, which ended in high prosperity but with some indications of inflationary pressure and wage increases.

Excellent relations were maintained between Canada and the Federal Republic. The German Defence Minister visited Canada in September and a Canadian parliamentary delegation, which included the Speaker of the House of Commons and the Minister of Justice, paid a fortnight's visit to Germany in the same month. The decision of the two countries to use the same type of aircraft for their forces in Europe led to increased co-operation.

#### *Austria:*

The main political event on the Austrian domestic scene was the general election held on May 10, which led to the continuation of the People's Party-Socialist Party coalition government of Chancellor Raab. During 1959 the Government was successful in safeguarding the stability of the Austrian currency as well as the country's purchasing power and employment. The rate of production continued to increase, in spite of the reparations Austria continued to pay the Soviet Union. Austria initialled the convention setting up the European Free Trade Association and prepared for further liberalization of her trade with dollar countries.

Austria's foreign policy continued to be based on the constitutional law providing for permanent neutrality. Two events were noteworthy in Canadian-Austrian relations during 1959: on June 23 Canada acceded to the Austrian State Treaty and in May a direct Canada-Austria air service was inaugurated.

#### *Switzerland:*

Swiss federal parliamentary elections in October produced little change in the standing of parties in the two houses. With the entry of two Social Democrats into the Federal Council for the four-year period commencing on January 1, 1960, the composition of this body now reflects the strength of the major parties in Parliament.

Prevented by her policy of neutrality from joining the European Economic Community, Switzerland was active in the negotiations leading to the establishment of a European Free Trade Association. As a result of the current prosperity, it was decided to raise the Swiss contribution to the United Nations Technical Assistance programme.

An agreement for the avoidance of double taxation with respect to enterprises operating ships and aircraft was concluded with Canada in September.

### 5. Southeastern Europe

#### *Greece:*

Greece has been governed since 1956 by the National Radical Union Party (ERE) under the leadership of Prime Minister Constantine Karamanlis, who has provided the country with a stable administration despite a number of serious problems.

Although Greece's trade balance in 1959 was more favourable than that of the previous year, both exports and imports declined. In an effort to stimulate economic expansion and prosperity, the Government introduced in 1959 a five-year plan of economic development, and also applied for association in the European Economic Community.

Progress toward the settlement of the Cyprus dispute, one of the gravest problems facing the Greek Government, removed the strain in Greece's relations with Turkey and the United Kingdom and was probably the most notable event of the year in Greek foreign policy.

#### *Turkey:*

Turkey's economic situation remained far from satisfactory. During 1958 the country experienced the prelude to a financial crisis that was narrowly averted by the infusion into the Turkish economy of substantial foreign aid on the understanding that Turkey would alter its economic planning and institute stabilizing measures. In 1959 the Turkish Government did make deliberate efforts to hold the price line and to curtail its over-extended investment programme, but further appeals for aid may have to be made if the country is to expand economically and raise its low standard of living. Like Greece, Turkey has approached the European Economic Community with a view to association with The Six.

In its foreign affairs Turkey continued to be a strong adherent of the North Atlantic Treaty Organization and in the course of the year the Turks accepted missile bases on their territory despite Soviet warnings. Mr. Menderes journeyed to Washington for a meeting of the Central Treaty Organization (formerly called the Baghdad Pact), and the country

gave careful attention to the problem posed by the possibility of Communist infiltration in the Arab countries of the Middle East. An important development was the sharp reduction of tension between Turkey and Greece as a result of the progress towards a settlement of the Cyprus dispute.

#### *Cyprus:*

After five years of tension and strife the island of Cyprus returned to relative calm and peace in 1959 with the achievement of agreement on terms for a settlement of the dispute about its constitutional future. A preliminary agreement between Greece and Turkey, which had been reached at Zurich late in 1958, prepared the way for the successful London conference in February at which all parties to the dispute, including the United Kingdom and the Greek and Turkish Cypriot communities, were represented. The resulting agreements provided for the independence of the island and regulated Cypriot relations with Greece and Turkey as well as an arrangement for the defence of Cyprus. They were designed to bring about the independence of Cyprus as a sovereign republic by February 19, 1960, rather than either union with Greece (*enosis*), which had been the aim of the Greek Cypriots, or partition, the solution proposed by the Turkish Cypriots.

Negotiations on the implementation of the agreements were conducted in London throughout the rest of the year and considerable progress was made, though not without some interruptions. Still unsolved at the end of 1959 were the arrangements for the maintenance by the United Kingdom of bases on the island.

The new constitution of the Republic of Cyprus provides for a Greek Cypriot President and a Turkish Cypriot Vice-President exercising conjointly considerable authority in such matters as the appointment of the Council of Ministers. Elections to these two offices were held on December 13, and Archbishop Makarios was elected President. Dr. Kutchuk was the unopposed choice of the Turkish community for the Vice-Presidency.

#### *Yugoslavia:*

Yugoslav policies in 1959 were directed towards the maintenance of an independent position outside any political grouping. Relations with the Soviet Union on a government-to-government level were correct and appeared uncontroversial. Relations between the two Communist parties, which had become almost non-existent during the Soviet-bloc campaign against Yugoslav revisionism, remained in suspense. The Yugoslav Government made further efforts to develop contact and exchange opinions with the non-committed nations. President Tito paid visits to national leaders during a long voyage through Southeast Asia and the Middle East early in the year, and other delegations visited Latin America. It was apparent that through mutual efforts the relations of Yugoslavia with its neighbours, Greece and Italy, were notably improved. Yugoslavia continued to play an active and responsible role in the activities of the United Nations and its associated agencies.

Economically, 1959 was a good year for Yugoslavia. Adequate progress in meeting the plan for industrial development was accompanied by a record harvest and other successes in the agricultural sphere. Yugoslavia's balance of international trade improved considerably, based mainly on an increase in exports.



## 6. The Soviet Union and Eastern Europe

### *Soviet Union:*

At the beginning of 1959 Mr. Khrushchov's primacy in the country was well established, the main lines of economic development were drawn for several years to come, and the Soviet people, in the cities at least, were beginning to have some expectation of attaining a better standard of living in their own lifetime. The year 1959 saw no spectacular political developments in the internal affairs of the Soviet Union. Important events in Soviet foreign relations, on the other hand, took place during the year with a rapidity unprecedented since the end of the Second World War. At the beginning of 1959, the world was faced by a serious crisis, resulting from Mr. Khrushchov's indication in November 1958, that, at the end of May, the Soviet Union would take steps to "liquidate the occupation régime" in West Berlin. This date was allowed to pass with no action taken to change the status of West Berlin or of the Western forces there. At the end of October Mr. Khrushchov was able to proclaim to the Soviet people that there was a real possibility of settling important issues and that there must be compromise on both sides if settlement were to be reached. Thus in something under a year the face of Soviet foreign policy had changed significantly.

The events which led to this seemingly new approach to international problems began with Soviet realization, early in the year, that the West was determined not to yield its rights in West Berlin. In a lengthy exchange of notes with the Western powers Mr. Khrushchov urged the necessity of a meeting of heads of government to discuss the problem of West Berlin and of a German peace treaty. The Western powers insisted that it would be unwise to hold a summit meeting until preliminary investigations at a lower level had shown whether there were any grounds for negotiation by the heads of government. Eventually Mr. Khrushchov agreed to a meeting of foreign ministers for the month of May, and intimated that the Soviet Union would take no unilateral action affecting the status of West Berlin as long as negotiations were going on.

The meeting of foreign ministers, which continued, with a recess of three weeks, through most of May, June and July, did not solve the Berlin problem, nor did it decide whether or not the heads of government should meet for further discussion. It did, however, have the result in practical terms of lifting the ultimatum under threat of which the Western powers refused to negotiate.

In January the Deputy Soviet Premier, Mr. Mikoyan, went to the United States on a "private visit", the first of a series of high-level visits that took place between East and West during the year. In February the United Kingdom Prime Minister and Foreign Minister spent several days talking to Mr. Khrushchov and other Soviet leaders in Moscow; the United States Vice-President, Mr. Nixon, made an extended visit to the Soviet Union during the summer; on August 3 Mr. Eisenhower and Mr. Khrushchov announced that they would exchange visits, which began with Mr. Khrushchov touring the United States in the autumn, and by the year's end it had been arranged that Mr. Khrushchov would visit President de Gaulle early in 1960. One result of these visits was a general feeling that tension between East and West was reduced. This was caused in part by Mr. Khrushchov's final removal, at the conclusion of his United States

visit, of the time-limit for a solution of the Berlin problem. Mr. Khrushchov's insistence on the need for compromise by both sides also contributed something to the more relaxed atmosphere at the year's end, as did the relatively moderate tone of some Soviet interventions at the 1959 session of the General Assembly of the United Nations. Thus, at the end of 1959, the Soviet Union seemed to be genuinely interested at least in achieving a period of *détente*, and perhaps in the solution of major outstanding problems.

Soviet relations with other powers were not without incident during 1959. Friendship with the United Arab Republic was strained by President Nasser's attacks on Egyptian and Syrian Communists and on Colonel Kassem's régime in Iraq, but economic ties between the two remained close. Strain developed in relations between Iran and the Soviet Union over the former's decision to enter a defensive pact with the United States. Relations with the Scandinavian countries were less than cordial when, at the end of July, Mr. Khrushchov cancelled at short notice his projected visit there, ostensibly because of attacks upon him in the Scandinavian press. On the other hand, diplomatic relations with Australia, broken off in 1952 as a result of the celebrated Petrov affair, were restored during the year, and diplomatic missions re-opened.

Soviet relations with China during the year were probably more complex than they have been at any time since the Communist régime took power in China. Chinese destruction of the degree of autonomy enjoyed by Tibet did great harm to the Communist cause in Southeast Asia, and the Chinese quarrel with India, aside from the fears and suspicions it aroused, confronted the Soviet Union with an international problem in which it apparently felt unable to take sides, even with its own principal ally. For these reasons, differences between China and the Soviet Union on international questions that could, by the end of 1959, no longer be concealed, added to the difficulties in the alliance created by earlier ideological disagreement and by the indifference of the Chinese to the "spirit of Camp David". There was nothing to suggest, however, that these differences had led or were likely in the near future to lead to any weakening of the Soviet-Chinese alliance in its relations with the rest of the world.

During 1959 the Soviet Union continued to provide loans and technical aid to under-developed countries. In addition to a loan of 1500 million roubles for its third five-year plan, India was to receive 100 million roubles and technical aid to build an oil refinery. A loan of 140 million roubles was granted to Guinea, and a trade agreement negotiated. Ethiopia received a loan of 400 million roubles when Emperor Haile Selassie visited Moscow in June, technical aid was despatched to Afghanistan to help with the development of the Oxus River, and the contract was signed with the U.A.R. which started work on the Aswan High Dam. In its commercial relations with Western countries the Soviet Union continued its efforts to expand trade, especially by the conclusion of bilateral agreements, and sought credits abroad for the purchase mainly of machinery for the seven-year economic plan.

Two events dominated the internal life of the Soviet Union during 1959. The extraordinary XXI Congress of the Soviet Communist Party was held in January and February, mainly to consider and adopt Mr. Khrushchov's "theses" for the economic development of the country in the period 1959-1965. These "theses", which had been promulgated late in



1958, prescribed an overall growth of 80 per cent in the economy of the country, most of it in basic industry. No less than 40 per cent of total investment was to be in the "Eastern parts" of the Soviet Union. The second event of great importance during 1959 was the launching of a series of three space rockets. One went into orbit round the sun, the second landed on the moon, and the third travelled round the moon, photographed its "dark" side, and transmitted the photographs to earth. The impact of these spectacular successes in space rocketry was great, both within and without the country. Terrestrially, the Soviet people were urged to great efforts for the fulfilment of the seven-year plan, granted certain concessions (a shorter working day in some industries, for example), and told that about 1970 they would see the end of such fundamental troubles as the appalling housing shortage, the chronic lack of all but basic consumer goods, and the very low standard of living in the countryside.

### *Eastern Europe:*

The year saw few changes of consequence in the Soviet-bloc countries of Eastern Europe. Further measures were taken by the several governments to strengthen their political control over internal matters. In foreign policy they continued to follow closely the lead of the Soviet Union. Efforts to ensure the "leading role" of the Communist Party and to renew the Party's internal vitality were made in each of the countries, and Party Congresses were held in Poland and Hungary. These and the many other national and bloc conferences on ideological and other topics stressed the need for greater conformity. The campaign against Yugoslav revisionism varied in intensity but, on balance, was less vociferous than in 1958.

There were some reports of further repressive measures against persons who may have participated in the 1956 Hungarian uprising, but elsewhere in the bloc there was no evident increase in repressive activities by the security police forces. In general, writers and artists fared no worse than before but no better. Further attempts to control artistic output continued to have a discouraging effect on creative activity in these fields. There was no improvement in the situation of the churches.

Substantial progress was achieved in all the European Soviet-bloc countries in industrial production, though shortcomings were publicly noted in the plans to raise productivity. Whereas industrial targets were in general reached and in some cases surpassed, the year's results in agriculture were less than successful. Production lagged behind and in Poland apparent deficiencies in planning led to a shortage of meat supplies.

The binding relationship of each country to the Soviet Union was in all contexts emphasized. Support was forthcoming for all Soviet foreign-policy initiatives during the year and any proposals made by the East European nations were carefully planned to fit into the general Soviet pattern. The visits of Mr. Khrushchov to East Germany, Albania, Hungary, Poland and Rumania during the year highlighted the central place the Soviet Union had in the foreign relations of each, and served to confirm Soviet support, and that of Mr. Khrushchov himself, for the leaderships in these countries. Mutual visits among these leaders demonstrated their desire for closer government and Communist Party relations.

The Polish experiment in following policies somewhat different from those of the Soviet Union continued its wary path. Political changes made towards the end of the year fostered some doubts whether these policies would be maintained. In part these changes were a political response to



economic difficulties arising from errors in planning, which had allowed purchasing power to expand faster than food production. Strong economic measures were also taken to correct these deficiencies. Other governmental changes, related to cultural matters, were less easily explained. In its foreign relations, Poland kept close to the policy of the Soviet Union. Its relations with the West were highlighted by the enthusiastic reception given to Mr. Nixon, the United States Vice-President, who visited Warsaw following his tour of the U.S.S.R.

In Hungary the policy of consolidating the post-revolutionary régime continued, and there were reports of further repression against participants in the 1956 uprising. The VII Congress of the Hungarian Socialist Workers Party, the main political event of the year, reaffirmed the leadership of Janos Kadar and heard him state that Soviet troops would remain in Hungary as long as the international situation required it. Although there was evidence that the Hungarian leadership was following a moderate course in economic affairs, there was a vigorous drive in the early summer for the recollectivization of farms. At the year's end, more than 50 per cent of the agricultural land was being farmed collectively.

## V

### THE MIDDLE EAST

In contrast to the immediately preceding years, 1959 was a period of relative quiet in the Middle East and, although the processes of change and adjustment continued, their immediate consequences were limited largely to the area itself. The return to normal perspectives was perhaps most noticeable among the Arab states. There were distinct improvements not only in the relations among the Arab states themselves but also in their relations with Western countries. In many cases there was also an encouraging trend towards quiet progress in internal affairs. There was an absence of serious outbreaks on the Arab-Israeli borders, but no progress was made towards a settlement of basic Arab-Israeli issues. Aspects of the Palestine problem that gave rise to concern during the year were the question of the use of the Suez Canal by Israeli commerce and the problem of the Palestine refugees.

Elsewhere in the Middle East new patterns emerged. Following the withdrawal of Arab Iraq from the Baghdad Pact in March, the "northern tier" non-Arab states of Turkey, Iran and Pakistan reaffirmed their mutual defensive arrangements under the title of "Central Treaty Organization" (CENTO), fortified by the conclusion of individual defence agreements with the United States. In the southern part of the region, further evidence of the pace of evolutionary development was afforded by the gradual assumption of responsibility by native authorities in the Italian trust territory of Somalia, looking to independence in 1960; the encouragement offered in February by the United Kingdom Colonial Secretary to a union of the Somali populations currently under Italian and United Kingdom tutelage; and a federation of small states within the West Aden Protectorate under United Kingdom auspices.

In the field of inter-Arab relations, the League of Arab States continued to provide an important forum for inter-Arab co-operation in both political and technical fields. An Arab Oil Congress and an Arab Oil Experts' Conference were held during the year under Arab League arrangements; and, though marred by the absence of two members, League Council meetings at a senior level of representation were held on two occasions during the year. The non-participation of two League members was offset, however, by the restoration of amicable relations between the United Arab Republic (U.A.R.) and certain other Arab states, although the harmful after-effects of the previous year's crisis were not yet fully dissipated in all quarters. The continued improvement in relations between Lebanon and the U.A.R. was symbolized by a meeting of President Nasser of the U.A.R. and President Chehab of Lebanon in March, and by an economic agreement between the U.A.R. and Lebanon in June. Outstanding problems between the U.A.R. and Jordan were also abated with the assistance of the United Nations special representative in Amman and the Secretariat of the Arab League, and agreement on the restoration of

diplomatic relations was announced in August. A state visit to Cairo by King Saud of Saudi Arabia in September signified a renewal of friendly ties. The conclusion in November between the U.A.R. and the Sudan of a long-awaited agreement on the use of the waters of the Nile not only augured well for increased co-operation between the two states, but held forth the possibility of wider agreement among all the riparian states. Visits to Cairo by the Crown Prince and the Prime Minister of Morocco provided evidence of the growing links between the Middle Eastern and North African Arab states.

Serious sources of friction remained within the Arab world, however. Iraq's relations with Jordan remained severed, as did those between Tunisia and the U.A.R. Iraq and the U.A.R., each concerned to maintain and develop its own identity after the momentous events of the past year, watched each other with open suspicion.

In the field of Western relations with the Arab countries the most significant developments were the financial settlement reached between the United Kingdom and the U.A.R. in February and, after a period of re-adjustment, the resumption of diplomatic relations between the two countries in December, a little more than three years after the rupture of relations at the time of the Suez crisis. The signature of a France-U.A.R. agreement on property, commercial and collateral matters in August 1958 had been an earlier encouraging development. Visits to the U.A.R. by important personalities of the Italian and Spanish Governments re-affirmed the interest of the two states in their relationship with the Arab world. However, United Kingdom relations with Saudi Arabia and French relations with the U.A.R. and some other Arab countries had not been restored at the end of the year. Canada was called upon, in its capacity as protecting power for Australian interests in the U.A.R., to play a special role in facilitating the resumption, on October 19, of relations between the U.A.R. and Australia, which had been broken off in November 1956. Canada was also able, along with other countries represented in Cairo, to lend some general, although unofficial, assistance in the process of normalization of relations between the United Kingdom and the U.A.R.

Some of the more important developments in individual states of the area may be noted, with particular reference to Canadian interests.

In Lebanon there was encouraging evidence of economic recovery and of a return to political stability, with the co-operation of all major elements of the population. Events of major importance to Jordan included a visit by King Hussein to the United States in March, the formation of a new government under Prime Minister Majali in May, and conversations between the King and the Shah of Iran during a state visit by the Shah in November.

In Israel general elections in November resulted in an increase in strength for Prime Minister Ben Gurion's Mapai party. Continuing close cultural and personal contacts between Canada and Israel were symbolised by such events as the proclamation last spring of a "Canada Day" in Jerusalem, the Kol Yisrael concert conducted on that occasion by the Canadian conductor, Alexander Brott, and the Canadian Prime Minister's presentation of a chair that had belonged to Sir John A. Macdonald to the new Law Faculty of the Hebrew University.

Developments in the U.A.R. were characterised by improved relations with most neighbouring countries, already noted, and by an intensified concentration on domestic matters, in particular on the elaboration and



implementation of ambitious economic development projects, of which the plans for construction of the Aswan High Dam are the most impressive. The U.A.R. was also carrying out a large-scale improvement programme for the Suez Canal. The International Bank for Reconstruction and Development in December granted a loan to the Suez Canal Authority. The U.A.R. decision to send additional numbers of government-sponsored students to Western countries was welcomed by the Canadian Government which, at the request of the U.A.R. authorities, took measures to facilitate the entry of U.A.R. students to Canadian universities.

The military government that seized power in the Sudan in November 1958 was able, despite a series of unsuccessful coups attempted by groups within the army, to improve markedly the economic position of the country and, by reaching agreement with the U.A.R. on the distribution of Nile waters, both to further better relations with its northern neighbour and to render possible the implementation of large irrigation projects in the Sudan itself.

In Iran social and economic planning continued to attract attention, while internationally Iran's position was underlined, on the one hand, by a serious deterioration in relations with the Soviet Union, and, on the other, by a sequence of distinguished visitors, including Prime Minister Nehru of India, President Ayub Khan of Pakistan, Prime Minister Menderes of Turkey and President Eisenhower of the United States.

Internal security conditions in Iraq were at a low ebb in the early part of the year. The city of Mosul witnessed an unsuccessful insurrection, and violent disturbances also occurred in Kirkuk. In July celebrations of the anniversary of the establishment of the Republic, attended by foreign representatives, including a representative of the Canadian Government, were held without incident in Baghdad. Nevertheless, political conditions still remained troubled as a result of continued friction between various political groups including local Communists. In October an attempt at assassination of Prime Minister Abdul Karim Qasim occurred, shortly after the execution of a number of persons convicted in connection with the earlier disturbances. Towards the end of the year Iraq's relations with Iran deteriorated considerably as a result of the recrudescence of the dispute over navigation and territorial claims in the Shatt al-Arab, the important waterway which constitutes part of the frontier between the two countries.

In Ethiopia attention was focussed on the Emperor's tour of Europe, the conclusion of economic assistance arrangements with the Soviet Union, the establishment in Addis Ababa of the headquarters of the United Nations Economic Commission for Africa, and the question of the Ethiopian boundary with Somalia. During October the Crown Prince and Princess of Ethiopia paid an informal visit to Ottawa.

Although basic political issues outstanding between Israel and the Arab States remained unresolved during 1959, there were comparatively few serious incidents along the frontiers, thanks in large measure to the restraining influence of the United Nations Truce Supervision Organisation (UNTSO) and the United Nations Emergency Force (UNEF), in both of which Canada participates. Only once during the year was the Security Council called upon to discuss border questions; this was on January 30, when it met to consider an Israeli complaint concerning the killing of an Israeli shepherd on January 23 near the border between Israel and the Syrian Region of the U.A.R. The meeting concluded with statements by

various members calling upon the parties to observe the provisions of the armistice agreement, to prohibit all firing except in cases of obvious self-defence, and to have proper recourse to the Mixed Armistice Commission. The Jordan-Israel border, like the Lebanon-Israel border, was relatively undisturbed, although conditions on Mount Scopus were not altogether satisfactory. On the border between Israel and the Egyptian region of the U.A.R., there were a large number of violations of airspace and a few brief air clashes (jet airfields are close to the frontier on both sides) and some scattered incidents, all minor in scope, on the ground, particularly in the earlier part of the year. The United Nations Emergency Force, to which Canada and six other nations provide contingents, was largely responsible for the fact that no pattern of cumulative violence developed in this sector, but the Force itself was occasionally involved, in error, in small incidents with one or other of the two sides. For example, a member of the Danish-Norwegian contingent was slightly wounded in February by an Israeli patrol; and, in December, Trooper Ronald H. Allen, of the Canadian reconnaissance squadron serving with UNEF, was fatally wounded when a UNEF detachment was fired on by U.A.R. soldiers. In both cases regrets were expressed by those concerned. In spite of UNEF's important contribution to peace in the area difficulties continued to be encountered in providing adequate funds for the Force. Canada maintained its effort to secure adequate and more widely based financial support for UNEF, as described in Chapter I.

The Palestine refugee problem, which has proved to be one of the most intractable issues impeding a final Arab-Israeli settlement, was the subject of considerable discussion during the year in the context of the expiry (on June 30, 1960) of the current mandate of the United Nations Relief and Works Agency for Palestine Refugees (UNRWA). A comprehensive report by the United Nations Secretary-General outlined the long-term economic, political and psychological factors of the problem, and the General Assembly subsequently decided to extend UNRWA's mandate for a period of three years, with a review of the position after two years; recommendations were also made for the expansion of UNRWA's facilities for training and self-support of refugees, reaffirmation of its legal status, and review of the lists of those eligible for assistance. During the debate Canada and a number of other countries urged that the Assembly should leave nothing undone that might have any prospect of bringing a solution of the basic Arab-Israeli problem nearer, and called for widely-based financial support for the Agency. Canada, currently the third largest contributor to UNRWA, contributed \$500,000 to the Agency during 1959, and also made a special donation of \$1.5 million-worth of Canadian flour. This gift of flour also enabled UNRWA to receive a large matching contribution, of well over \$3 million, from the United States (the United States and the United Kingdom provide the larger part of UNRWA's funds); and, largely as a result of these contributions, the financial situation of the Agency improved sufficiently during the year to permit the reinstitution of its limited but successful programmes for small self-support grants and expansion of vocational training.

Considerable controversy was caused in 1959 by U.A.R. restrictions on the passage of Israeli cargoes through the Suez Canal; the focus of the dispute was the detention at Port Said in May of the Danish ship *Inge Toft*, under charter to an Israeli-owned firm, with cargo for various South Asian and Far Eastern ports. The *Astypalea*, a small Greek ship carrying cargo

from Israel to French Somaliland, was also detained in December. Canada has repeatedly emphasized the necessity of according to all nations freedom of international transit through the Canal, and has been doing what it can to assist the Secretary-General in his efforts to find a means of settling the difficulty.

Canada is represented in the Middle East by diplomatic missions in Beirut, Cairo, Tel Aviv and Tehran. The first Canadian Minister to Iran, Mr. G. B. Summers, presented his credentials to His Imperial Majesty the Shah on March 11. Canadian contacts with the area were significantly broadened during the year as a result of the visits paid to Iran, Lebanon and Israel by a number of Canadian delegates returning from the Commonwealth Parliamentary Conference in Canberra; warm welcomes were extended to the delegates in all the countries visited.



## VI

### THE AMERICAS

#### 1. The United States

The presence of Her Majesty the Queen and President Eisenhower at the official opening of the St. Lawrence Seaway on June 26 focused world attention on the cordial relations existing between Canada and the United States. In her inaugural address, the Queen characterized the Seaway as "a magnificent monument to the enduring friendship of our two nations and to their partnership in the development of North America". In reply, the President expressed his country's gratification at the completion of the joint venture by calling it "a magnificent symbol to the entire world of the achievements possible to democratic nations peacefully working together for the common good".

Before the navigation season opened, Canada and the United States had reached an agreement, embodied in an exchange of notes, on the method of levying and collecting tolls for the use of the new waterway facilities.

The Canada-United States Inter-Parliamentary Group, which had come into existence in 1958, had an organizational meeting in Washington in January 1959. Its first formal meeting was held in June in Montreal, where many Congressmen and Parliamentarians had assembled for the Seaway opening ceremonies. Three sub-committees discussed defence, trade and natural resources in closed sessions. The objective of the Inter-Parliamentary Group is to promote amongst the legislators of the two countries a better understanding of problems of mutual concern, as well as of the differing legislative processes for dealing with them.

The accession of Alaska as the 49th State of the Union is of special importance to Canada. As the area develops, many matters of common concern will undoubtedly arise.

An understanding was reached in January between the Canadian Minister of Justice and the United States Attorney General whereby discussions would be held between the two governments at the appropriate stage whenever the enforcement of the anti-trust laws of one country was likely to affect interests in the other. It was, however, made clear that each government would have to reserve its ultimate responsibility for deciding for itself what action it should take and that such consultations as were held should not be regarded as necessarily implying approval of the action ultimately taken.

Legislative measures were approved during the year in the Canadian Parliament to authorize the construction of an international bridge across the Pigeon River between Ontario and Minnesota.

Congressional proposals aimed at authorizing the withdrawal of additional water from the Great Lakes basin at Chicago aroused strong public opposition in Canada and caused the Canadian Government to make a number of vigorous protests to the United States Government. Action

taken by the United States Senate to have a bill containing these proposals referred for study to the Committee on Foreign Relations suggested that Congressional opinion was aware of the effect such a unilateral measure could have on relations between Canada and the United States.

The International Joint Commission, created by the Boundary Waters Treaty of 1909, held its regular semi-annual sessions in Washington and Ottawa in April and October. Engineering and fisheries reports dealing with the international development of the tidal-power potential of Passamaquoddy Bay were submitted to the Commission. A final report was made on the development of the St. Croix River, which, in its lower reaches, forms the boundary between New Brunswick and Maine. The principal recommendations in this report concern the regulation of flow and the abatement of pollution. Further consideration was also given to the regulation of the discharge of Lake Ontario through the St. Lawrence River, as well as to the operation of remedial works placed in the Niagara River aimed at preserving Niagara Falls while permitting the maximum development of their power.

On May 30 the Governments of Canada and the United States requested the Commission to investigate the alleged pollution of the waters of the Rainy River and Lake of the Woods by sewage and industrial wastes. Continued progress was reported during the year toward the elimination of municipal and industrial wastes from the inter-connecting waters of the Great Lakes. At its October meeting, the Commission heard reports from interested officials on the Technical Advisory Board's report on air pollution in the Detroit-Windsor area. The Commission's final report to governments on this reference was expected sometime in 1960.

Proposals for the co-operative development of the water resources of the international Columbia River system for the mutual advantage of Canada and the United States moved forward during the year. In January the Canadian and United States Governments requested the International Joint Commission to make a special report on the determination and apportionment of benefits that might result from such co-operative development, with particular reference to electrical generation and flood control. This report was presented to both governments on December 29 and will be taken into account in the negotiation of a treaty which is expected to begin early in 1960.

Co-operation between Canada and the United States in the defence field continued close. During the year, agreements were signed providing for the establishment and operation in Canada of an integrated communications system in support of a ballistic-missile early-warning system and for the establishment and operation of short-range tactical air-navigation facilities at nine points in Canada. In May a formal agreement was signed providing for co-operation on the uses of atomic energy for mutual defence purposes. This agreement continues and extends the co-operation in this field that had been carried out under the terms of an agreement signed in 1955 and was made possible by the amendments passed by Congress in 1958 to the United States Atomic Energy Act.

The Canada-United States Committee on Joint Defence held its second meeting in November. In the informal atmosphere of Camp David, Maryland, ministers discussed a broad range of factors, both international and domestic, affecting Canada-United States defence co-operation. In particular, ministers discussed the strategic implication of modern weapon

developments and reviewed the prospects for disarmament. They gave special consideration to the continued need for co-operative defence arrangements in North America and re-affirmed their support for the principles of defence production sharing between the two countries. They also reviewed the machinery for consultation on defence matters.

These subjects, then, are some of those which make up the complex pattern of Canadian-United States relations.<sup>1</sup>

## 2. Latin America

President Adolfo López Mateos of Mexico visited Ottawa on October 15 and 16 at the invitation of the Prime Minister, the first time that a Mexican Head of State had visited Canada. The President and Sra. de López Mateos were the guests of the Governor General at Government House. In the course of the visit conversations on matters of common interest were held between the President and the Prime Minister and between the Mexican and Canadian Secretaries of State for External Affairs.

In February, Senator George Stanley White headed the Canadian Special Mission to the inauguration of President Romulo Betancourt of Venezuela.

Several economic developments of international significance took place in Latin America. In May the eighth session of the United Nations Economic Commission for Latin America (ECLA) was held in Panama City. The topics discussed included recommendations for the possible structure of a regional common market and the principles that should guide its operation, the Latin American economic situation, trade policies and payments, the economic integration of Central America, questions related to economic and industrial development, energy and water resources, agricultural problems, and technical assistance from the United Nations and related agencies. On September 1, during a meeting of Central American Economy Ministers in San Jose, Costa Rica, a convention and protocol on tariff equalization of imports was signed by the representatives of Costa Rica, El Salvador, Guatemala, Honduras and Nicaragua. Further south, delegates of Argentina, Bolivia, Brazil, Chile, Paraguay, Peru and Uruguay met in Montevideo and, on September 30, signed a protocol providing for the establishment of a free-trade area or regional market. The delegates at this meeting agreed that a conference of the foreign ministers of the seven countries should be held early in 1960 to conclude a treaty.

The total impression of South America throughout the year was one of stability despite occasional labour difficulties and acute inflation. Of particular interest was President Frondizi's economic reform programme in Argentina, which appeared to be producing positive results under the direction of Economy Minister Alvaro Alsogaray.

On January 1, the two-year rebellion of Dr. Fidel Castro was successfully completed with the flight from Cuba of President Batista. A new revolutionary government was formed which, by the end of the year, had still to overcome some of the multiple problems involved in restoring order to the war-torn republic.

---

<sup>1</sup>For Canada-U.S. economic relations, see Chapter IX.



Between April and mid-June, Panama, Nicaragua and the Dominican Republic were unsuccessfully invaded in quick succession by groups that appeared in many instances to include nationals of countries other than the one being invaded. The resulting situation led the Council of the Organization of American States to call the Fifth Meeting of Consultation of the foreign ministers of its member states. At this meeting, which took place in Santiago, Chile, from August 12 to August 18, the members of the OAS reaffirmed their adherence to the principle of non-intervention in each other's domestic affairs and re-activated the Inter-American Peace Committee with instructions to report to the Eleventh Inter-American Conference, to be held at Quito, Ecuador, in 1960. Another explosive situation developed later in Panama when, on November 3 and 28, riots took place concerning sovereignty over the Canal Zone.

Canadian exports to Latin American countries totalled \$173 million, a decrease of \$7 million from the previous year. Imports for the first ten months of 1959 amounted to \$282.2 million, a decrease of \$6.6 million from the corresponding period of 1958. Oil from Venezuela continued to be by far the largest import item.

Several meetings held in Latin America were attended by Canadian officials during the year. Among the more important were the Fifth Pan-American Consultation on Geography of the Pan-American Institute of Geography and History in Quito, Ecuador, in January, and the Fourth Meeting of the Directing Council of the same Institute in Mexico City, in July, both of which were attended by Dr. N. L. Nicholson, Director of the Geographical Branch of the Department of Mines and Technical Surveys; the eighth session of the United Nations Economic Commission for Latin America in Panama City from May 11 to May 23, in which Mr. H. W. Richardson, the Canadian Government Trade Commissioner in Guatemala City, participated as observer; the eleventh meeting of the Directing Council of the Pan-American Health Organization in Washington, D.C., from September 21 to September 30, at which Dr. B. D. Layton of the Department of National Health and Welfare represented Canada; and the Astrometric Conference of Astronomers in Buenos Aires from October 30 to November 3, in which Mr. M. M. Thomson of the Dominion Observatories Branch took part.

## VII

### EAST ASIA

#### 1. Northeast Asia

The year saw the continuation of post-war economic and industrial development in Japan. The internal situation appeared more stable. An election was held in June to fill half the seats of the House of Councillors (upper house). Coming after two other elections, for state and local offices, this third election within a year confirmed the trend in favour of the Liberal-Democratic Party of Prime Minister Kishi, which has now more than half the seats in the upper house. By retaining one-third of the seats, however, the Socialist Party can continue to prevent any government-sponsored revision of the constitution for the next three years.

In May, Japan and South Vietnam signed a reparations agreement under which Japan undertook to pay \$39 million in the form of capital goods and \$16 million in the form of government loans to South Vietnam. With the conclusion of this agreement, all Japan's obligations in this field under the terms of the Japanese Peace Treaty have been settled.

Communist China continued to refuse to trade with Japan, and the relations between the two countries continued to be strained. Relations between Japan and South Korea have been seriously impaired by negotiations between Japan and the North Korean Red Cross Organization which led to an agreement providing for the voluntary repatriation to North Korea of Korean residents in Japan with the co-operation of the International Red Cross Organization. While the negotiations were proceeding, South Korea severed unilaterally all commercial relations with Japan. In August, however, diplomatic negotiations on all problems at issue between the two countries were re-opened in Tokyo. In the course of the year talks were continued between Japan and the United States on revision of the security treaty which both countries signed in 1951 and which has formed the basis of Japan's defence co-operation with the United States.

Canada and Japan signed a trade agreement in 1954, and in 1955 this was supplemented by a full exchange of rights and obligations as contracting parties to the General Agreement on Tariffs and Trade. Trade between the two countries has grown rapidly since then. Japan is now Canada's third largest customer, and sales of Japanese goods in Canada have shown a steady and rapid increase, so that in 1959 Japan was Canada's fifth largest supplier. This rapid growth of trade has made it important for both sides to consider carefully the problem of ensuring that this expansion is on a sound and orderly basis and develops in accordance with the long-term interests of the two countries.

Japan's importance in international trade was symbolized last year by the holding of the fifteenth session of the contracting parties to the GATT in Tokyo. At this session Canada re-emphasized its view that all contracting parties should extend to Japan, as soon as possible, the full benefits of the GATT.

The basic provisions of the armistice agreement remained in effect in Korea, but no progress was made toward reunification of the country. The fourteenth session of the General Assembly adopted a resolution that, noting that the Communist authorities continued to refuse to co-operate with the United Nations in bringing about the peaceful and democratic solution of the Korean problem, reaffirmed the objectives of the United Nations (to bring about by peaceful means the establishment of a unified, independent and democratic Korea under a representative form of government and the full restoration of international peace and security in the area) and called on the Communist authorities to accept these objectives and to agree at an early date on the holding of free elections in accordance with the principles endorsed by the General Assembly.

Since Canada has no diplomatic representation in Taipei, relations with the Republic of China were maintained through the Chinese Embassy in Ottawa. The Trade Commissioner's Office in Hong Kong continued to be responsible for the development of Canadian trade with Communist China.

## 2. Southeast Asia

Canada is represented diplomatically in Southeast Asia only in Malaya, Indonesia and Burma, but relations with the area as a whole developed further through mutual association in the United Nations, participation in the Colombo Plan, Canadian representation on the Supervisory Commissions in Indochina, and through the Consulate General in Manila and the Trade Commissioners' Offices in Singapore and Hong Kong. Canadian interest in the area was exemplified by the extent of Canadian co-operation in the Colombo Plan, under which, for example, assistance is being provided to the Mekong River Development Project, which will help the riparian states—Thailand, Laos, Cambodia and Vietnam—to develop the resources of this important waterway.

In Indonesia, as a step towards giving effect to his idea of "guided democracy", President Sukarno in July re-introduced by decree, the Revolutionary Constitution of 1945, after failure to obtain the necessary two-thirds majority for its adoption in the Constituent Assembly. This constitution gave the President considerably greater powers than before, while the role of the political parties was reduced. At the same time a number of bodies were created to enable functional groups (which will also be represented in the new Parliament) to voice their opinions and assist in the development of policy. While organized rebel resistance was virtually ended by mid-1958, the Government continued to be faced with guerrilla activity in Sumatra, West Java and the Celebes, and announced that mopping-up operations could be expected to continue for at least two years. The army, under Lieutenant General Nasution (who is also Minister of Defence), has assumed a large degree of control over the day-to-day administrative life of the country. The rebellion intensified the economic problem, which was an even greater threat to stability, and the Government, as part of its "guided economy" programme, introduced in August a series of measures in an attempt to halt inflation. Further economic reforms to follow up these measures were planned. A Presidential decree of September 1959 gave the Central Government the power to appoint local and regional administrators, who had hitherto been elected. Another Presidential decree banned aliens from the retail trade in rural areas. The group most affected was the Overseas Chinese (numbering about



2,000,000) who largely controlled this trade. This caused a strain on Sino-Indonesian relations and a dual nationality agreement (which would enable all Chinese to opt for either Chinese or Indonesian citizenship), signed in 1955, had not been implemented at the end of the year.

Following the programme laid down after negotiations with the United Kingdom, the Colony of Singapore became the State of Singapore in June 1959. The new constitution came into effect after general elections gave the People's Action Party (PAP) under Mr. Lee Kuan Yew a large majority. An elected Parliament is responsible for internal self-government, while the United Kingdom retains control of defence and external relations. In accordance with the constitution, a Malayan-born Yang di-Pertuan Negara, or Head of State, assumed office in December. Internal security is the joint responsibility of Singapore, the United Kingdom and Malaya, all of which are represented on the Internal Security Council. Canada, along with other participants, welcomed Singapore as a full member of the Colombo Plan at the Consultative Committee meeting in Jogjakarta in November.

A split in the Anti-Fascist People's Freedom League (AFPFL), which had governed Burma since 1948, led the Prime Minister, U Nu, to request the Supreme Commander of the Armed Forces, General Ne Win, to take over the government. The interim government of General Ne Win came to power in October 1958 with the announced intention of improving internal security to the point where a free general election could be held within six months. In February 1959 he announced that, since the internal situation was still too unsettled for the holding of elections, he would be forced to resign. However, the constitution was temporarily amended to permit his re-nomination and he was re-elected Prime Minister by the Chamber of Deputies with a large majority. The constitutional life of the present Parliament will expire early in 1960 when elections will become mandatory. Municipal elections indicated overwhelming urban support for former Prime Minister U Nu's followers in the divided AFPFL. On the economic front, partly as a result of a decision to cut down on expenditures and accept only grant aid, a number of projects to be launched with Soviet assistance were cancelled during the course of the year. At the same time renewal of large-scale United States financial aid was announced. The Canadian Ambassador to Burma, who is also High Commissioner to Malaya, visited Burma on a number of occasions during the year, and accompanied the Solicitor General of Canada when he presented the first part of a Canadian Colombo Plan gift of wheat to the value of \$500,000 to the Burmese Government in Rangoon in November.

In Thailand the Revolutionary Party of Field Marshal Sarit Thanarat, which assumed power in a bloodless coup in October 1958, continued in office through 1959. On January 28 an interim constitution was promulgated by royal command with provision for the appointment of a Constituent Assembly of 240 members to draft a permanent constitution. Early in February, the members of the Constituent Assembly were announced and Field Marshal Sarit was appointed Prime Minister. The Government took measures to suppress Communist organizations in Thailand.

In November 1958, relations between Thailand and Cambodia, which had been disturbed for some time as a result of longstanding border disputes, were further strained when both countries recalled their ambassadors. Subsequently the two governments agreed to the appointment by the Secretary-General of the United Nations of Baron Beck-Friis as his

personal representative to assist in resolving their points of difference. On February 6 a joint communiqué announced that the two countries had agreed to resume diplomatic relations on the ambassadorial level. However, the border problems between the two countries still remained to be settled.

### 3. International Supervisory Commissions in Indochina

Canada continued to serve with India and Poland in Cambodia and Vietnam on two of the International Supervisory Commissions established at the Geneva Conference in 1954 to supervise the carrying out of the cease-fire agreement in Cambodia, Laos and Vietnam. The Commission in Laos had been adjourned *sine die* in July 1958. It remained in adjournment throughout 1959, though there was some pressure to reconvene it to deal with border disputes between Laos and North Vietnam and to consider whether measures taken by the Laotian Government in connection with the internal political situation were in consonance with provisions of the cease-fire agreement. India, which provided the Chairman of the Commission, forwarded to the Canadian Government a number of requests from Poland and other Communist states, as well as from the Neo-Lao Haksat (successor to the Pathet-Lao), for the reconvening of the Commission. Canada opposed these requests on the ground that the reconvening of the Commission would be an infringement of Laotian sovereignty. During the discussions preceding adjournment of the Commission, Canada had taken the position that, with the achievement of a political settlement in Laos and the integration of dissidents into the national community, the Commission had completed its supervisory task and should be dissolved. In consenting finally to the compromise formula of adjournment *sine die*, Canada had made it quite clear that it would not agree to any further action of the Commission that would violate Laotian sovereignty.

The situation in Laos became increasingly unstable with the outbreak of fighting late in July between government forces and those forces of the Pathet-Lao that had evaded integration. Early in September, the Laotian Government appealed to the Secretary-General of the United Nations, alleging that North Vietnam was giving active assistance to the rebels and requesting the despatch to Laos of a United Nations emergency force. The Laotian request was discussed by the Security Council on September 7. The United States, the United Kingdom and France proposed that a sub-committee consisting of Argentina, Italy, Japan and Tunisia be established to enquire into the situation. Following the President's ruling that this was a procedural resolution, it was adopted by a vote of 10-1 over strong Soviet objection (the Soviet representative called for a reconvening of the International Commission) and the sub-committee left for Laos on September 12. The sub-committee's report, which was completed early in November, did not clearly establish active participation by North Vietnamese troops on the side of the Pathet-Lao but it did support the Laotian allegation that North Vietnam had supplied the rebels with equipment and ammunition. On November 10 the Secretary-General left for Laos, stating that he was going at the invitation of the Laotian Government to obtain first-hand knowledge of the situation and that, if it seemed warranted, he would, with the consent of the Laotian Government, station a personal representative in that country. He later



announced the temporary appointment of the Executive Secretary of the Economic Commission for Europe to review the economic situation in Laos and to follow up the discussions he himself had initiated.

In the Security Council Canada had supported the proposal to establish a sub-committee. Confirming Canada's opposition to reconvening the International Commission against the wishes of the Laotian Government, the Canadian representative stated that the principles of the Geneva settlement should be maintained in Laos as in Indochina generally and that the obligations arising out of the settlement continued to rest on all participating in it. The Secretary of State for External Affairs emphasized, in an address to the United Nations General Assembly on September 24, that the United Nations had an important role to perform in supplementing the arrangements made at Geneva for the stability of the area, and he stated that, in the Canadian view, some appropriate and continuing expression of United Nations concern was desirable not only in the interest of the people of Laos but also in the general interest of world peace and security.

During the period under review, the International Commission in Vietnam continued to supervise and control the implementation of the cease-fire agreement. The country still remained divided, no progress was noted toward the political settlement envisaged in the final declaration of the 1954 Geneva Conference, and the prospect remained of an indefinite continuance of the Commission and its activities.

The Commission submitted the ninth interim report to the co-chairmen of the Geneva Conference on its own activities and on the performance of the parties. The activities of the Commission were still mainly concerned with the military clauses of the cease-fire agreement. The effectiveness of the arms-import control system continued to be limited, particularly on the land and sea frontiers of North Vietnam. It appears, however, that the presence of the Commission contributed as in previous years to the maintenance and strengthening of peace in Vietnam as a whole.

The activities of the Commission in Cambodia were of a limited nature during 1959 and the Commission itself was further reduced in size. In October the U.S.S.R. charged that the United Kingdom Government had violated the principles of the Geneva Agreement by proposing to Cambodia that the International Commission in that country be dissolved. The United Kingdom denied that it had proposed the dissolution of the Commission. In a note to the U.S.S.R., it pointed out that it had consulted the Cambodian Government informally before discussing the future of the Commission with the Soviet Government to ascertain whether or not the Cambodian Government would be prepared to see the Commission adjourn. The United Kingdom had taken this initiative in the hope of reducing the expenditures of the International Commissions in Indochina, which have been supported in large part by equal contributions from four powers, the United Kingdom, France, the Soviet Union and the Chinese People's Republic. The Cambodian Government had expressed the wish that the Commission should continue in existence, although it was willing to agree to adjournment if the principal members of the Geneva Conference acquiesced.



## VIII

### LEGAL AND CONSULAR AFFAIRS

#### 1. Legal Affairs

As in past years, the Department has been dealing, frequently in consultation and co-operation with other agencies of the Government, with legal problems in the field of Canada's international relations. These have included questions of boundary waters, extradition, recognition of governments and states, foreign anti-trust laws affecting Canadian companies and civil procedure arrangements in other countries. Issues of interest have been the status of both the United Nations Emergency Force and the International Supervisory Commission for Indochina, the applications of the Visiting Forces Acts to foreign military personnel in Canada, discussion in the Senate concerning Canada's navigation and shipping treaties in relation to the Canada Shipping Act, and a variety of questions arising out of Canada's membership in the United Nations (and its Specialized Agencies) and in NATO.

The Department followed closely the discussions of the Sixth Committee (the Legal Committee) at the fourteenth session of the United Nations General Assembly. Examination there of the draft Article on Diplomatic Intercourse and Immunities resulted in the adoption of a resolution proposing an international conference in Vienna, to be held not later than the spring of 1961, to formulate a convention on this subject. Other legal subjects included the problem of reservations in multilateral conventions, the publication of a United Nations Juridical Year Book and a study of the definition and classification of historic bays under international law.

The Department also followed closely the discussions that took place in the *ad hoc* committee on the peaceful uses of outer space concerning the nature of legal problems that might arise in the carrying out of programmes to explore outer space; this committee was established by the General Assembly at its thirteenth session and its report to the fourteenth session of the Assembly touched on the legal aspects of the problem in some detail. At the same session, a successor committee to the 1958 *ad hoc* committee was created with substantially similar terms of reference to those of the earlier committee.

Canada participated in the protracted negotiations that led to the conclusion in 1959 of agreements, supplementary to the Agreement on the Status of NATO Forces, relating to the foreign forces stationed in the Federal Republic of Germany.<sup>1</sup> The supplementary arrangements became necessary as a result of the admission in 1954 of the Federal Republic into NATO and also as a result of special conditions existing in regard to the visiting forces stationed in the Federal Republic. The agreements

<sup>1</sup>Canada is a party to the 1951 NATO Status of Forces Agreement, which was implemented in this country by the Visiting Forces (North Atlantic Treaty) Act. R.S.C. c.284.

negotiated complete the general framework of provisions governing the status of forces of the NATO states stationed in the territories of their allies.

A bill was introduced in the Senate calling for amendment to certain provisions to the Canada Shipping Act that had a direct bearing on Canada's shipping-treaty obligations. Representatives of the Department gave evidence before the Senate Standing Committee on Transport and Communications as to the status of Canada's shipping-treaty obligations in relation to this bill, one of the purposes of which was to take this aspect specifically into account. The revised version of the bill as adopted by the Senate retained the feature that had particular regard to Canada's shipping-treaty obligations. Subsequently a decision was made not to press the bill in the House of Commons at the 1959 session of Parliament, with the result that the matter of this bill was left in abeyance.

An important part of the legal work of the Department relates to the formalities surrounding the international agreements to which Canada is a party.<sup>1</sup> The Department has, as usual, been attending during the year to the drafting and conclusion of these, as well as to their tabling in Parliament and their registration with the United Nations or, in the case of air agreements, with the International Civil Aviation Organization. Canada is the depository country for the Acts of the Ottawa Congress of 1957 of the Universal Postal Union and the Department continued during 1959 to be responsible for the safekeeping and certification of the Acts, the receipt and safekeeping of the instruments of ratification of signatory governments and the notification of such ratifications to member governments.

During the year the Department took an active part in preparation for the Second Conference on the Law of the Sea, which is to be held in Geneva in March-April, 1960, in order to reach a solution to the questions of the territorial sea and fishery limits. Discussions and exchanges of views have taken place with a number of countries and the support of many states has been sought for the Canadian formula, which calls for a 6-mile territorial sea and a further 6-mile exclusive fishing zone.

The Department was active in co-operating with the War Claims Commission and the Treasury Board in disposing of the claims of Canadians under the Canadian War Claims Regulations, as well as in assisting the Custodian in residual enemy property matters. In addition, the Department has continued to advise members of the Canadian public in cases involving international claims. During the earlier part of 1959, submissions were drafted in five cases for presentation to a Canadian-Japanese property commission in Tokyo in connection with the settlement of war claims submitted to the Japanese Government under the Treaty of Peace with Japan. Subsequently, satisfactory settlements were obtained.

## 2. Consular Activities

Consular services are rendered by the Department to Canadian citizens and to citizens of other countries through its facilities at Ottawa and its diplomatic missions and consular posts abroad. These services are

---

<sup>1</sup>Appendix F lists those concluded in 1959.

also provided by Canadian Trade Commissioners' offices or by United Kingdom posts in countries where there is no Canadian Government representation.<sup>1</sup>

During the year the Department performed a wide range of consular services including: issuance and renewal of passports and certificates of identity; the granting of diplomatic and courtesy visas; the granting of immigrant and non-immigrant visas at posts where Canadian immigration officers are not located; the provision of advice and assistance in citizenship and immigration questions; the registration of Canadian citizens abroad and of the births abroad of Canadian children; the provision of assistance to and the repatriation of Canadians temporarily distressed while abroad, including the extension of financial aid on a recoverable basis; the protection of Canadian interests in matters of estates; assistance to Canadian seamen; the authentication of legal and shipping documents; assistance in finding missing persons; and the protection generally of the rights and interests of Canadian citizens and organizations abroad.

Progress was made in facilitating the travel of Canadian citizens abroad by the completion of visa agreements with Greece and Spain providing for the entry of Canadian citizens to those countries without visas. An agreement with Venezuela was concluded whereby Canadian citizens may obtain visas at a reduced rate. Agreements permitting visa-free entry of Canadian citizens had in previous years been concluded with Austria, Belgium, Denmark, Finland, France (including Algeria), the Federal Republic of Germany, Italy, Luxembourg, Monaco, the Netherlands, Norway, Portugal, Sweden and Turkey. Agreements by which Canadian citizens may obtain visas gratis are in effect with Israel and Japan. There are, in addition to Commonwealth countries, a number of other countries Canadians may visit without visas or entry permits—for example, the United States, Ireland, Cuba, Liechtenstein and Switzerland.

The year 1959 showed a continuing rise in the number of visas issued to persons from the Communist countries of Eastern Europe for the purpose of visiting Canada, among them government officials concerned with the expansion of trade relations with Canada, graduate scholars, artistic performers, and cultural groups.

There has been a steady yearly increase in the volume of business transacted by the Passport Office. The following tables show the increases during the five-year period from 1955 to 1959 inclusive:

Year	Passports Issued	Passports Renewed	Certificates of Identity Issued	Certificates of Identity Renewed	Total Revenue
1955	79,228	12,474	4,601	2,277	\$438,261.71
1956	88,795	14,236	2,794	1,583	\$482,356.98
1957	97,738	14,934	2,361	903	\$542,317.47
1958	100,594	15,446	3,276	801	\$549,069.16
1959	115,272	16,102	5,353	1,449	\$622,658.02

The considerable increase in the volume of applications for travel documents during the first quarter of 1959 placed a severe strain on the capacity of the Passport Office, and it became necessary to engage additional temporary staff to deal with the traffic. A detailed review of the work of the Office was therefore undertaken during the last quarter of the year and a basic re-organization of procedures and the system of

<sup>1</sup>A list of Canadian diplomatic and consular posts is given in Appendix B.



operations was initiated in November and time and motion studies instituted with the assistance of the Civil Service Commission, with the object of achieving the greatest possible efficiency in the processing of applications and the preparation and dispatch of travel documents. By the end of the year, while studies were still in progress, certain fundamental changes had already been introduced. Previously, the Passport Office had operated under an alphabetical system; there were five exactly similar passport production lines, each of them preparing passports only for applicants coming under the letters of the alphabet assigned to it. This system was eliminated and the office was re-organized on functional lines under which the persons performing each step in the issuance of passports were organized into pools, the passport applications being processed by these pools without alphabetical distribution; applications for passports are now dealt with by pools of examiners, passport writers, pasters and dispatchers. The effect of this reorganization has been to enable the Passport Office staff to handle a greater volume of work than ever before and still issue passports within two or four days of receipt of the applications.<sup>1</sup>

---

<sup>1</sup>A list of countries with consular and diplomatic offices (most of which include consular staff) in Canada is given in Appendix C.

## IX

### ECONOMIC AFFAIRS

The pace of economic recovery in the industrialized countries quickened in 1959 and was reflected in an expansion of world trade over the 1958 level. The recovery was not nearly so marked or so widespread in the prices of primary commodities, and primary producers continued to face serious market difficulties. With the increase in economic activities, Canada's trade deficit also increased substantially, particularly in its trade with the United States. On the other hand, the continuing payments deficit of the United States with the rest of the world was of growing concern generally, and was an important factor in the consideration of European trading developments.

Canada's economic assistance programmes showed a substantial increase over the 1958 levels. The year saw the commencement of two new programmes, the Canada-West Indies Aid Programme and the Commonwealth Scholarship and Fellowship Plan, and Canada's first contribution, \$2 million, to the recently-established United Nations Special Fund. Canada's contribution under the Colombo Plan rose to \$50 million, an increase of \$15 million over the figure for the previous year. These various trade and aid activities continued to have an important bearing during the year on international affairs generally and on Canada's general relations with many countries.

#### 1. International Trade Relations: GATT

The year 1959 seemed to mark a turning-point in the history of post-war international trade relations. With the restoration of external convertibility for the major European trading currencies at the end of 1958, the achievement of a genuine, world-wide and non-discriminatory system of trade and payments, unfettered by restrictive and often discriminatory controls, appeared at last to be within reach.

In accordance with the decision taken at the thirteenth session of the contracting parties to the General Agreement on Tariffs and Trade in November 1958, there were two regular GATT sessions in 1959. The fourteenth session took place in Geneva from May 11 to May 30. For their fifteenth session the contracting parties met in Tokyo from October 26 to November 20. A meeting of ministers from most of the contracting parties was held in conjunction with the Tokyo session.

The dominant theme at both GATT sessions was the recognition by contracting parties that discrimination in trade restrictions, which had, in circumstances of convertibility, lost its justification, should be promptly eliminated and that, in the improved economic conditions, substantial progress could and should be made in removing quantitative restrictions generally. The International Monetary Fund expressed itself clearly in this sense in October 1959; and this conclusion was endorsed by the contracting parties at the fifteenth session. A second major task of the contracting parties concerned the carrying out of the programme for the expansion of world trade formulated at the thirteenth session. This programme envisaged new efforts to lower tariff barriers, an examination of

the effects of agricultural policies on world trade and a study of the obstacles to an expansion of the export earnings of the less-developed countries. At the fourteenth session, the contracting parties decided to convene a tariff conference in September 1960. Detailed rules for this conference were adopted at the fifteenth session. Consultations were held with a large number of contracting parties during the year to assess the effects of their agricultural policies on world trade. These are to be completed in 1960, following which a general assessment will be made. Detailed studies of obstacles facing the export of some of the most important products exported by the less-developed countries were carried out and the contracting parties were invited to review their tariffs, revenue duties, internal charges, quantitative restrictions, and other measures affecting trade, with a view to assisting an expansion of the export earnings of the less-developed countries.

The fourteenth session of GATT took action in the long-standing issue of the quantitative restrictions maintained by Germany without the justification of balance of payments difficulties. The German Government agreed to remove many of these restrictions at an early date in accordance with a specified timetable. The contracting parties granted Germany a special waiver allowing her to maintain certain restrictions on imports for a period of three years. These restrictions cover mainly agricultural products. The German Government is expected to apply these restrictions without discrimination and to provide for gradual increases in imports of these products. The contracting parties were given reports on developments in the implementation of the European Economic Community and will continue their examination of EEC arrangements as further information becomes available. Consultations were held with the six member countries of the EEC regarding the possibility of damage to the exports of some contracting parties, as a result of the special preferential arrangements in favour of the associated overseas territories and countries of the EEC. Canada participated in the consultations on tobacco, aluminum, lead, and zinc. Tariff negotiations with the six EEC countries with respect to the proposed common tariff of the EEC will be held from September 1 to December 31, 1960, during the first part of the tariff conference.

The contracting parties were also given a report on the proposed establishment of a European Free Trade Association comprising the United Kingdom, Norway, Sweden, Denmark, Switzerland, Austria and Portugal. This new arrangement will be examined in GATT in 1960. The delegations of Brazil, Chile, Peru, Uruguay and the observers for Argentina and Bolivia informed the contracting parties of the progress made during 1959 in their plans for the gradual and progressive integration of Latin American markets.

The Government of Israel acceded to the GATT in 1959 on a provisional basis pending, the conclusion of negotiations at the tariff conference, when it will seek full accession. A request by the Government of Tunisia for provisional accession on the same conditions was approved at the session. The Government of Yugoslavia became associated with the GATT during 1959 under the terms of a declaration providing for the establishment of commercial relations between Yugoslavia and those contracting parties that signed the declaration, to as great an extent as possible on the basis of the provisions of the General Agreement. The contracting parties also approved a declaration on relations between the contracting parties



and Poland, which is now open for acceptance. The sixteenth session will be held in Geneva from May 16 to June 4 and the seventeenth session, beginning October 31, will also be held in Geneva.

## 2. Commercial Relations with the Commonwealth

The major development in 1959 affecting Commonwealth commercial relations was the creation of the European Free Trade Association.<sup>1</sup>

One effect of the EFTA on Canada and the other Commonwealth countries will be to eliminate gradually the preferences they now enjoy in the markets of the United Kingdom for industrial goods and certain agricultural and marine products.

During 1959 the United Kingdom, Australia, New Zealand and certain other Commonwealth countries made further moves towards full dollar liberalization, some of them in response to the October 23 decision of the International Monetary Fund that for countries most of whose trade earnings are in convertible currencies there is no longer any justification for discrimination on balance of payments grounds. These moves reflected the gains in economic strength of the United Kingdom and other sterling-area countries which continued from 1958 and which formed part of the generally improved world economic situation in 1959.

The United Kingdom-Canada Continuing Committee on Trade and Economic Affairs met in Ottawa in June to discuss trade questions and other matters of common interest.

A trade agreement with Australia was negotiated in Canberra in April 1959 to replace the 1931 agreement. It is expected to come into force in 1960, after it has been approved by both Parliaments.

## 3. Commercial Relations with the United States

As the recovery from the recession gained force, there was a marked increase in the volume of trade between Canada and the United States, with both imports and exports reaching record levels. The continuing problem of the deficit in trade with the United States engaged the serious attention of both countries during the year.

The immense volume and complexity of Canadian-American commercial relations creates many difficulties and special problems requiring the authorities of the two countries to co-operate closely in examining the various questions that arise. In January 1959, the Joint United States-Canada Committee on Trade and Economic Affairs (a committee of ministers of the two countries) met to consider a wide range of questions of mutual interest, including the relationships between Canadian subsidiaries and their parent companies in the United States, the possibilities for the constructive use of agricultural surpluses, and the restrictions maintained by the two countries on certain commodities.

There were several important developments in Canadian-American economic relations. The restrictions on oil imports into the United States were modified on June 1 to exempt oil entering the United States by overland routes. One important consequence was that Canadian oils were thus allowed to enter the Pacific Northwest on the same basis as domestic United States oil. The "Buy American" requirements on United States

---

<sup>1</sup>Referred to in Section 4 below.

defence orders were modified to permit Canadian firms to bid more readily for certain contracts. There was an important ruling of the Office of Civil and Defence Mobilization that imports of heavy hydro-electrical equipment were not regarded as endangering the national security of the United States, especially when there were adequate repair facilities in North America for the types of equipment involved.

In addition to their direct bilateral economic relations, Canada and the United States co-operate closely in many international arrangements, notably, in this field, the GATT and the IMF, which are designed to expand trade and regulate the economic relations of countries on a non-restrictive and multilateral basis. Both countries are also associate members of the Organization for European Economic Co-operation. The two countries were active during the year in pressing for the elimination of discrimination in international trade against dollar imports. Efforts made along these lines by both Canada and the United States during the year were favourably received, and there was good progress to this end.

#### 4. Commercial Relations with Western Europe

The most important developments affecting Canada's commercial relations with Western Europe during 1959 related to the implementation of the European Economic Community (EEC)<sup>1</sup> and to progress toward the establishment of a new European grouping, the European Free Trade Association (EFTA). As the year progressed, the establishment of these two economic groupings in Europe and developments in the trade relations between them gave rise to some concern, for both political and economic reasons, on both sides of the Atlantic and in particular in the United States. Late in December, following a visit to several European capitals by the United States Under-Secretary of State, Mr. Dillon, the heads of government of the United States, the United Kingdom, France and Germany proposed that representatives of certain European countries and of Canada and of the United States should meet in Paris early in January 1960. The meeting was to consider the need for and methods of continuing consultations on trade problems, including those arising from the existence of the two European economic groupings and the possibilities of closer co-operation on assistance to under-developed countries, and on economic policies generally.

On January 1 the six member countries of the EEC, in accordance with the EEC treaty, reduced their tariffs towards each other by an average of 10 per cent and likewise enlarged quotas internally by 10 per cent. Some of these tariff cuts were subsequently extended to all GATT countries as a unilateral gesture on the understanding that these moves would be taken into account in the tariff conference in 1960-61. Increases in quotas in favour of other countries were also agreed upon following bilateral negotiations between members of the EEC and some European countries, including the United Kingdom. These measures were taken in an attempt to ease difficulties following the breakdown of the negotiations for a European free-trade area in December 1958. During the year, initial studies for a common agricultural policy on the EEC were undertaken and further progress was made in elaborating the common external tariff of the Community.

---

<sup>1</sup>Popularly known as the European Common Market.

On June 22 and 23 Dr. Hallstein, the President of the Commission of the European Economic Community, Mr. Hirsch, the President of the Euratom Commission, and Mr. Finet, the President of the High Authority of the European Coal and Steel Community, paid a courtesy visit to Canada and met with ministers and officials in Ottawa. Towards the end of the year arrangements were also started to accredit a representative of the Canadian Government to the European Communities, in order to ensure that Canada was kept fully informed of developments in these institutions and that Canadian interests continued to be brought effectively to their attention.

Following the breakdown of the free-trade area negotiations towards the end of 1958, the United Kingdom and Sweden took the initiative in negotiating the formation of a European Free Trade Association comprising Austria, Denmark, Norway, Portugal, Sweden, Switzerland and the United Kingdom. The EFTA Convention was signed in Stockholm on November 20 and it is expected that ratification procedures will be completed by March 31, 1960. The Convention aims to achieve free trade in industrial products and closer economic relations generally among its members. To this end, it provides for the elimination, within a period of ten years, of tariffs and quantitative import restrictions on industrial goods in the trade among member states. A first tariff reduction of 20 per cent is scheduled for July 1, 1960. Member states, unlike those belonging to the EEC, will not have a common external tariff; they will maintain their own national tariffs in relation to countries outside the EFTA area. Agricultural and fish products were in general excluded from the obligations in the EFTA Convention, but special arrangements for such products were envisaged.

When the Convention was signed, the seven countries of EFTA reaffirmed their willingness to resume negotiations with the EEC on a European-wide arrangement. The EEC, for its part, proposed a series of steps designed to minimize difficulties within Europe, including the extension to GATT countries, again, in 1960, of their internal tariff and quota measures, subject to reciprocal concessions being made to them. They also proposed the establishment of a special contact committee of the EEC and the EFTA to examine specific trade problems that might arise between them, and suggested that the major trading countries of Europe, and Canada and the United States, should hold discussions on the co-ordination of their domestic economic policies and on the question of aid to under-developed countries. Pressures were also developing among The Six during the year for an acceleration of the timetable of the Common Market. Consideration was given to the possibility of advancing the target date for the completion of the Common Market to perhaps as early as 1967.

During the year a number of Western European countries took further steps towards trade liberalization, which benefited exports from the dollar area. Discrimination through use of import quotas against dollar goods in European markets was considerably narrowed and substantial progress was also made in removing restrictions on trade generally. The measures taken by France reflected the success of the French stabilization programme and brought the level of liberalization in that country close to that achieved in other European countries. Important steps of liberalization were also announced by the United Kingdom and similar steps were taken in other European countries.



## 5. Aid to Under-Developed Countries

### *Colombo Plan*

The Department of External Affairs has general responsibility for Canadian participation in programmes of assistance to under-developed countries. The Department of Trade and Commerce makes the administrative arrangements for Canadian aid.

The appropriation for Canadian assistance to countries in South and Southeast Asia under the Colombo Plan was increased from \$35 million in 1958 to \$50 million in 1959, in accordance with an undertaking given at the Commonwealth Trade and Economic Conference at Montreal in September 1958. This brought the total appropriations by Canada for Colombo Plan assistance, since the inception of the Plan in 1950, to \$281.7 million.

As in previous years, the major part of the Canadian Colombo Plan contribution was allocated to India, Pakistan and Ceylon. India, by far the largest country in the area, received an allocation of \$25 million. Work continued on the Warsak project in Pakistan, the Canada-India atomic reactor and the Kundah power project in India, and the Cal Oya irrigation and power project and the aerial survey in Ceylon. As some of these projects were expected to be finished in 1960, discussions were begun during 1959 with countries planning other major projects to which Canadian assistance might be allocated in the future. At the request of the countries concerned, part of Canada's Colombo Plan aid was made available in the form of wheat and flour. Industrial raw materials and fertilizers were also included in the Indian and Pakistani programmes at the request of the Governments of these countries.

A sum of \$1.8 million was allocated to Malaya for Colombo Plan assistance in 1959 and discussions are nearing completion on a programme of Canadian capital assistance to that country. Three "Otter" aircraft were given to Indonesia to assist in the development of transportation and communications among the scattered Indonesian islands. Following completion of a highway survey undertaken by Canadian engineers in Burma in 1958, Canadian assistance was offered to Burma in connection with a highway bridge at Rangoon.

Canada participated in a unique project of benefit to the four South-east Asian states of Thailand, Cambodia, Laos and Vietnam, which are all members of the Colombo Plan. These states have embarked, with assistance from the United Nations in co-operation with certain other countries, on a plan for the co-ordinated development of the resources of the Mekong River, which flows through each of the four countries. The Canadian Government agreed to undertake an aerial survey and mapping of the Mekong and some of its tributaries at a cost of \$1.3 million, as part of the Canadian Colombo Plan programme in 1959 and 1960. This project was well under way by the end of the year. It is the fifth aerial survey undertaken by Canada under the Colombo Plan, similar projects having been carried out in Ceylon, India, Pakistan and Malaya.

Another important project in the Colombo Plan area is the proposed Indus Basin Development Fund. This Fund is part of a proposal advanced by the International Bank for Reconstruction and Development for settling the dispute between India and Pakistan over the use of the waters of the Indus River and its tributaries. The Canadian Government informed the International Bank in 1959 of its willingness to make a contribution to

the Indus Basin Development Fund from Colombo Plan appropriations and thus assist in the solution of a problem that has stood in the way of better relations between two of Canada's Commonwealth partners in Asia.

The Technical Assistance Programme of the Colombo Plan, under which Canada sends experts to various member countries and technicians and students from South and Southeast Asia are brought to Canada for training courses and study tours, continued to expand in 1959. During the year some 288 Colombo Plan trainees came to Canada to study in such fields as geology, public administration, agriculture, nuclear physics, forestry, fishing, medicine, mining, education, manufacturing and other specialized subjects. Seventeen Canadian experts were sent to Colombo Plan countries in South and Southeast Asia in 1959 to assist Asian countries with aircraft maintenance, statistics, engineering, teacher training, fishing, radiotherapy and nursing.

The annual meeting of the Consultative Committee of the Colombo Plan was held in Jogjakarta, Indonesia, in November. In addition to reviewing Colombo Plan activities and surveying the tasks ahead in the economic development of South and Southeast Asia, the Committee decided that the Colombo Plan should be continued for another five years beyond 1961 and that before 1966 a further extension would be considered. It was also agreed at Jogjakarta to admit Singapore to full membership in the Plan.

#### *Assistance to other Commonwealth Countries:*

In 1959 the sum of \$500,000 was appropriated to initiate a programme of technical assistance to areas of the Commonwealth not covered by other Canadian assistance programmes, especially those in Africa. Ghana was the chief recipient of assistance under this arrangement. By the end of 1959, about 19 trainees from Ghana had been received in Canada and seven Canadian experts had been sent to that country.

In accordance with an announcement made at the time of the Commonwealth Trade and Economic Conference in Montreal in September 1958, Canada began a five-year programme of assistance to The West Indies, on which \$10 million is expected to be spent. The first major project to be undertaken as part of this programme is the construction of two ships for inter-island traffic. Agreement on the specifications for these ships was reached with The West Indies authorities in 1959 and contracts for their construction were let to Canadian shipyards. A number of Canadian experts and advisers were sent to The West Indies during the year, including a team to survey port and harbour requirements and experts in radio broadcasting, statistics, agriculture, and post office administration. Some 23 West Indian trainees came to Canada to study. Equipment and instructors were provided by Canada for a vocational training centre on the island of St. Kitts.

#### *United Nations Assistance Programmes:*

Although the greater part of its assistance to under-developed countries continued to be channelled through the Colombo Plan and other bilateral programmes, Canada also made substantial contributions to multilateral programmes of assistance under the auspices of the United Nations and its Specialized Agencies. The United Nations Expanded Programme of Technical Assistance, which provides experience, training facilities and technical knowledge to less-developed countries throughout

the world, is financed by voluntary contributions from governments over and above their assessed contributions to the United Nations budget. Canada contributed \$2 million to the Expanded Programme of Technical Assistance in 1959 and the Canadian Government announced its intention to make a similar contribution in 1960.

A new institution, the United Nations Special Fund, came into operation in 1959 and made a promising start. The Fund is intended to finance relatively large assistance projects that would be beyond the scope of the Expanded Programme of Technical Assistance. Canada made a contribution of \$2 million to the Special Fund in 1959 and signified its intention of making a similar contribution in 1960.

Canada also maintained an active role in such Specialized Agencies of the United Nations as the World Health Organization, the Food and Agriculture Organization and the International Atomic Energy Agency, all of which are engaged in programmes of assistance to less-developed countries. During 1959 Canada received some 60 trainees under the auspices of the United Nations and its Specialized Agencies. The Canadian subscription to the International Bank for Reconstruction and Development was increased from \$325 million to \$750 million and the Canadian quota in the International Monetary Fund was raised from \$300 million to \$550 million. The additional Canadian contributions formed part of a general increase in the funds available to both these organizations designed to enable them to continue and increase their efforts to help the less-developed countries make faster economic progress.

On the initiative of the United States, a proposal was put forward for the formation of an International Development Association, which would be affiliated with the International Bank but would make capital available to under-developed countries on less restrictive terms than those required by the Bank. Canada agreed to participate in discussions by the Executive Directors of the International Bank regarding the formation of such an association.

## 6. Other Economic Matters

### *Wheat*

The 1956 International Wheat Agreement expired on July 31 under its own terms, but during the year a new International Wheat Agreement had been formulated at the United Nations Wheat Conference, which concluded its sessions in Geneva on March 19. The new agreement was opened for signature in Washington from April 6-24, during which time it was signed by Canada and 34 other countries. As it had generally been acceded to by the required number of countries, it came into force on July 16, except for Part II, which deals with 'Rights and Obligations'. On August 1, Part II of the new agreement also came into force between those countries that had accepted it. It is this part that specifies the price range for the duration of the agreement, that is until July 31, 1962. The minimum price is fixed at \$1.50 and the maximum at \$1.90, Canadian currency, a bushel.

The broad objectives of the agreement stated in Article 1 include: (a) assuring supplies of wheat and wheat-flour to importing countries and markets for wheat and wheat-flour to exporting countries at equitable and stable prices; (b) overcoming the serious hardship caused to producers and consumers by burdensome surpluses and critical shortages of wheat.



Another development was the Conference of Major Wheat Exporting Nations, convened in Washington on May 4-6, 1959, by the United States Secretary of Agriculture, following President Eisenhower's proposal to explore means of using food "in the interest of reinforcing peace". One of the most important results of this conference was the decision to establish a Wheat Utilization Committee, which would be a consultative body of the governments attending the conference and would be composed of ministers or senior officials. The Committee's terms of reference included the consideration of possibilities of expanding the world's commercial trade in wheat, including the development of new markets, and ways of increasing and making more effective the utilization of wheat surpluses for the promotion of economic development and the improvement of nutritional standards.

The Committee held two meetings, the first June 15-17, and the second October 14-16. These meetings were held in Washington and Canada invited the Committee to hold its third meeting in the spring of 1960 in Canada.

### *Double Taxation Agreements*

The double taxation convention negotiated with Finland late in 1958 was signed in March 1959 and will come into force on ratification. In September a convention with Switzerland for the avoidance of double taxation of air and shipping profits was brought into force by an exchange of notes. A supplementary convention amending the ownership clause for Canadian subsidiaries of Dutch parent companies in the Canada-Netherlands agreement of 1957 was signed and will come into force upon ratification, which is expected to take place early in 1960. In September talks were held with Norwegian officials with a view to concluding an agreement with Norway on a comprehensive double taxation convention.

### *East-West Trade*

Early in 1959 the three-year trade agreement between Canada and the U.S.S.R. expired, although most-favoured-nation tariff treatment continued to be extended, pending the outcome of discussions to renew the agreement. Soviet trade, in the past, has been largely within the Soviet bloc, but there are now signs of a considerable expansion of trade between the U.S.S.R. and countries outside the bloc. Although the U.S.S.R. and Canada tend to be competitive rather than complementary in the composition of their exports, there are still a good many fields in which an increase in trade between the two might be possible.

There was some development of trade with other Eastern European countries, particularly Czechoslovakia and Poland, the latter buying a substantial amount of Canadian wheat and barley.

Trade with the countries of this group continues to be governed by certain restrictions on the export of strategic materials, although such restrictions are sufficiently narrow in range to leave ample scope for increased trade if mutually satisfactory terms can be agreed.

### *Peaceful Uses of Atomic Energy*

Canada negotiated four more bilateral agreements for co-operation in the peaceful uses of atomic energy. An agreement with Pakistan was signed on May 14; with Japan on July 2; with Australia on August 4; and with

the European Atomic Energy Community (Euratom) on October 6. These are general enabling agreements that will facilitate exchanges of information and materials. In addition, Atomic Energy of Canada Limited signed an agreement with Euratom providing for a joint research and development programme centred on the heavy-water moderated type of reactor, in which will be included study and development work on the heavy-water moderated organic-cooled type of reactor as well as on reactors both moderated and cooled by heavy water. Over a period of five years the contracting parties undertake to make equal contributions to the joint programme up to \$5 million each, the Canadian contribution to be spent in Canada out of the normal budget of Atomic Energy of Canada Limited.

Canada has continued to participate fully in the activities of the International Atomic Energy Agency and will be on its Board of Governors for a third term, having again been designated one of the five members "most advanced in the technology of atomic energy". The first uranium supply transaction to be carried out by the Agency was completed this year, when on November 16 the Canadian representative in Vienna transferred the title to the three tons of natural uranium metal which Canada had offered to the Agency free of charge and which the Agency had sold to Japan. Title was transferred to Japan on the same day and on November 20 the metal ingots, which had been refined in Canada, were delivered to the Japanese representatives at Sorel, Quebec. In addition to this gift of uranium metal, Canada again made a voluntary contribution of \$50,000 to the Agency for use in its programme of technical assistance; a further contribution of \$25,000 may be made available if justified by the response from other members.

In the course of the year a European-American Nuclear Data Committee was established under the auspices of the European Nuclear Energy Agency of the OEEC. Canada is represented on this Committee of experts, which will devote itself to collecting all available information on the properties of the nuclei of elements important in the study of atomic energy.

### *Civil Aviation*

In April an exchange of notes was signed in Ottawa, amending the agreement of June 4, 1949 for air service between Canada and the United States. The amendment increased the number of points in each country served by airlines operating between the two countries. In the same month agreement was reached in Vienna concerning air services between Austria and Canada; although an air agreement has not yet been signed, the Canadian carrier, Trans-Canada Air Lines, has been permitted to operate into Vienna since May under a temporary permit.

In September the exchange of traffic rights in force for a year on a temporary basis between Canada and the Federal Republic of Germany was formalized by an air agreement signed in Ottawa. In November agreement was reached with Italy on an air compact between the two countries, which, by March of 1960, should provide for direct air services between Rome and Montreal. Canadian Pacific Air Lines has been designated as the Canadian carrier.

Discussions were also held with other countries, which may, in the course of 1960, lead to the amendment or conclusion of air agreements.

*Emergency Relief*

In 1953, the Canadian National European Flood Relief Fund was established to assist various countries in Europe that had suffered extensive destruction from severe floods. More than \$3 million was contributed to the Fund, including a donation of \$1 million by the Canadian Government. Parliament agreed in 1956 that the unexpended balance of the Fund, which was not immediately needed for relief and rehabilitation purposes in Europe, be turned over to the Canadian Red Cross to be spent by it for international relief purposes in consultation with the Department of External Affairs. During 1959 the following grants were made from the Fund: Australia, \$10,000; India, \$20,000; Japan, \$20,000; Korea, \$10,000; Morocco, \$20,000; Pakistan, \$20,000; and Uruguay, \$10,000.

A donation of 100,000 pounds of canned pork from government-held stocks was made to Japan in addition to the cash grant from the International Relief Fund mentioned above.



## **X**

### **INFORMATION ACTIVITIES**

The information and cultural work of the Department has two main purposes: the first is to present to other countries a true and adequate picture of Canadian policy, Canadian institutions and the Canadian way of life; the second is to disseminate information in Canada about the Government's external policies, interests and objectives. The Department is responsible for the co-ordination of the Government's information and cultural activities outside Canada.

This effort is devoted both to projects handled solely by the Department and also to those undertaken jointly with other agencies of government. The bulk of the work consists in answering requests and in providing information services and material. Information and cultural activities are undertaken also in co-operation with organizations such as NATO, the Colombo Plan, the United Nations and UNESCO.

#### **1. Information on International Affairs and International Organizations**

The demand continues to increase both at home and abroad for information and publications concerning Canada's role in world affairs and its participation in international organizations. Canada's active participation in the North Atlantic Treaty Organization, the Colombo Plan, and the United Nations continues to stimulate public interest, and the increased emphasis on Commonwealth relations has also been reflected in requests for information.

The primary responsibility for NATO information and cultural activities rests with member governments. In the field of information this involves distribution in Canada of publications produced both by NATO and by the Department, and the implementation of an annual programme agreed on with other member nations, which includes journalists' tours, exchanges of films and radio material, exhibitions, seminars and conferences. In addition to the regular NATO information programme additional activities were undertaken during 1959 through all the information media to mark the tenth anniversary of the North Atlantic Treaty Organization. As part of the anniversary celebration, Canada received a visit from the NATO Council, following its ministerial session in Washington in April, and for this special publicity arrangements were made.

Liaison with voluntary organizations supporting NATO in Canada assumed increasing importance. Close relations were again maintained with the Canadian Atlantic Co-ordinating Committee, Canadian affiliate of the North Atlantic Treaty Organization, and with the Canadian branch of the NATO Parliamentary Association, an organization of members of parliament in member countries whose general purpose is to support NATO objectives and to further co-operation within the Atlantic Community.

In the field of NATO cultural affairs, Canada again took part in the NATO visiting professorship programme, with the assistance of the National Conference of Canadian Universities. This programme provides for an exchange of professors among universities in NATO countries for one term or semester, during which they give courses, lectures or seminars on topics relating to the Atlantic Community. As in former years, the Department, assisted by the Royal Society of Canada, also implemented the NATO Fellowship Programme. Studies prepared under this programme are intended to throw light on the history, present status, and future developments of the idea of the Atlantic Community.

Canada's contributions under the Colombo Plan have received marked attention both at home and abroad. Increased publicity was obtained in South and Southeast Asia about Canadian Colombo Plan projects and the Canadian technicians sent to that area under the Plan, and also about students from Colombo Plan countries receiving technical training in Canada. At this year's Pacific National Exhibition in Vancouver, a 36-panel photographic exhibit illustrated the development of the Colombo Plan since 1950 and Canada's role in it. Information material was supplied to the Colombo Plan Information Unit in Colombo, Ceylon, for use in publications issued by the Unit, and arrangements were made for distributing these publications in Canada.

Interest in the United Nations and its Specialized Agencies, particularly in schools, remains strong. Information about the United Nations and Canada's participation in its affairs was provided by the Department in co-operation with the United Nations Association. The role of the Department of External Affairs is less extensive, however, than that required by NATO and Colombo Plan information, as independent information activities are carried on by the United Nations and its Specialized Agencies.

## 2. Cultural Affairs and UNESCO

Among the cultural projects sponsored or organized by the Department and its missions abroad was a large exhibition of Canadian books shown first in Paris and later in Neuchatel, Switzerland. With the co-operation of Canadian publishers, Canadian textbooks were exhibited at an international textbooks exhibition in Madrid. Through the annual book presentation programme, major donations of Canadian books were made to libraries in Ghana, The West Indies and Chile, with smaller donations to other libraries and institutions abroad. The list of foreign libraries chosen to receive Canadian Government publications was increased to include 118 institutions in 50 countries. Under the auspices of the National Gallery, Canada was represented at the V Biennial of Art held in Sao Paulo, Brazil. With the assistance of Canadian missions in the countries concerned, the Gallery also arranged for exhibitions of Canadian art in Germany, Mexico, Switzerland and Yugoslavia. At the same time missions in a number of countries have co-operated with the Gallery in arrangements for exhibitions in Canada of art from foreign countries.

Two collections of Eskimo carvings circulated under the Department's auspices have been evoking widespread interest abroad. The first has now completed a three-year tour of Western Europe after being displayed in 28 cities in 14 countries, and a similar collection circulating in South America since 1957 has been shown in twelve cities in seven countries.

Participation by Canadian voluntary organizations in such events as the annual Florence International Handicrafts Exhibition and the International Ceramics Exhibition was helped by the Department.

Assistance was again given to the Canada Council in carrying out its programme of non-resident fellowships in the arts, humanities, and social sciences, under which 75 awards were made for foreign students to study in Canada. With the co-operation of appropriate agencies and societies, publicity was given to a number of scholarships offered to Canadians by foreign governments for study abroad.

With the assistance of the agencies and voluntary organizations concerned with such matters, the Department answered enquiries from an increasing number of foreign students interested in coming to study in this country, and it also dealt with many requests from Canadians for information concerning the availability of scholarships for study abroad.

The Department continued to discharge responsibilities arising from Canadian Government membership in the United Nations Educational, Scientific and Cultural Organization (UNESCO). In doing so it had the co-operation and advice of the Canadian National Commission for UNESCO, which is responsible for co-ordinating UNESCO's activities in Canada. In October, Canadian representatives attended the Denver conference of the United States National Commission for UNESCO.

### 3. The Commonwealth Scholarship and Fellowship Plan

The Commonwealth Scholarship and Fellowship Plan, which was agreed to in principle as a result of a Canadian initiative at the Montreal Trade and Economic Conference in 1958, was developed in greater detail during 1959. A Commonwealth Education Conference at Oxford in July warmly approved Canada's proposal for an exchange of scholarships among the different parts of the Commonwealth and agreed on the details of how the plan should operate. A total of 1,000 scholarships was to be exchanged, and Canada undertook to provide places in Canadian educational institutions for 250 Commonwealth scholars at any one time. By the end of the year administrative arrangements were well under way and other Commonwealth countries were invited to submit nominations for scholarships tenable in Canada in 1960.

At the Oxford Conference, Canada and the other advanced Commonwealth countries offered to assist the less-developed areas of the Commonwealth with education generally. Canada undertook to send teams of teachers abroad to train teachers in Commonwealth countries and to receive teacher trainees in this country. Other Commonwealth countries have been invited to submit applications for Canadian assistance in this field. This programme will be financed as part of Canada's regular technical assistance programmes.

### 4. Publications

The Department provided general information on Canada to all posts abroad for selective distribution. This was in addition to material on Canada's external relations sent to enquirers in Canada, and included: reference papers, reprints of articles appearing in Canadian publications, statements and speeches on Canada's foreign and domestic policies, and supplementary papers. Many of these are produced in several languages.



The Department also published and distributed the Canadian Weekly Bulletin, the External Affairs Monthly Bulletin, and other printed publications.<sup>1</sup>

A folder entitled "Canada Pictorial", to replace the booklet "Canada in Pictures", was produced in English, French, Japanese, Italian, German, Dutch and Swedish, and was nearing publication in Spanish, Portuguese and Arabic.

Work was well advanced during the year on the publication in Spanish, Portuguese, and German of the new edition of "Canada from Sea to Sea". English and French versions of a special booklet on the St. Lawrence Seaway were also being printed.

The Department continued to maintain and enlarge the libraries in posts abroad and to arrange for the mailing of periodicals and Canadian newspapers.

## 5. Programmes

The St. Lawrence Seaway was a major theme of the Canadian information programme abroad during 1959. Arrangements to publicize the Seaway story abroad were aided by the widespread interest in the Seaway in other countries and by the formal opening ceremonies performed by Queen Elizabeth and President Eisenhower, which attracted world attention to Canada. As a major accomplishment and news event, the Seaway obtained world coverage by all the information media and provided Canada with more concentrated attention through radio, television, newspapers and periodicals than perhaps any other single event in its history.

The Seaway information programme designed to provide preparatory and follow-up publicity, was carried out jointly by External Affairs, the National Film Board, the International Service of the CBC, and the St. Lawrence Seaway Authority. It included the wide distribution through Canadian posts of press kits, photographs and a new film on the Seaway, and the production of a special booklet.

The Department co-operated closely with the Department of Trade and Commerce and others in the preparation of a number of international fairs and exhibitions outside Canada. These included The West Indies Fair; the Poznan Fair, Poland; St. Erik's Fair, Stockholm, Sweden; the Brno Industrial Fair, Czechoslovakia; the International Samples Fair, Milan, Italy; the Agricultural Fair and the German Industries Fair, Berlin; the Rand Easter Show, Johannesburg, Union of South Africa; the International Trade Fair, Tokyo, Japan; and, in the United States, the Chicago International Trade Fair and "Canada Week" in Boston.

The Department also arranged for the following Canadian exhibits: "Canadian Panorama" at the Chicago Museum of Science and Industry; "Salute to Canada" at the Eastern States Fair, Springfield; "Canada Comes to Louisiana" at the Cabildo Museum, New Orleans; and a Canadian section in the Commonwealth Mobile Exhibit, which opened in Liverpool in November 1959 and will subsequently be displayed in several other cities in the United Kingdom.

The Department extended aid to visiting journalists from a number of countries. An interpretation of the Canadian scene in a foreign country by its own journalists and commentators can be particularly effective, and this programme, which included the provision of limited financial assistance

<sup>1</sup>Listed in Appendix G.

to selected foreign journalists, was of value in supplementing the activities of Canadian posts abroad directed towards a better understanding of Canada, its policies and interests.

## 6. Relations with the CBC International Service

In addition to the close liaison maintained with the International Service of the CBC on general information activities, the Department provided guidance and background information to assist the Service in the interpretation of international developments. Canadian missions abroad co-operated with the CBC-IS in placing Canadian transcriptions with the foreign broadcasting stations.

## 7. Films, Photographs and Displays

The distribution of Canadian films remains one of the most effective information activities undertaken by Canadian missions abroad, and is carried out in co-operation with the National Film Board. During the first half of 1959, Canadian Government films were shown non-commercially to a total audience of eight million.

Prestige film showings were organized with success by a number of Canadian posts. In co-operation with the National Film Board, many missions arranged the entry of Canadian films in international festivals.

A variety of photo-features and photographs on Canadian subjects received wide distribution in foreign newspapers and periodicals. In the field of visual aids, special emphasis was placed this year on the preparation and production of photographic displays for use chiefly at exhibitions. Eleven subjects were developed and more than 100 sets of photo displays were produced and distributed to posts.

## 8. Relations with the Press

The Press Office continued to handle the general day-to-day inquiries from members of the Canadian Parliamentary Press Gallery, representatives of news agencies, and foreign journalists resident in Canada. Approximately 90 departmental press releases were issued. Texts of ministerial statements and other current and background material useful to the press were distributed.

The Press Office assisted with arrangements for press, radio and television coverage of a number of distinguished visitors and press conferences were arranged for the Prime Ministers of Australia and The West Indies, the President of Mexico, the Mayor of West Berlin, and the Presidents of the Executive Bodies of European Communities.

## XI

### ORGANIZATION AND ADMINISTRATION OF THE DEPARTMENT

Under the authority of the Secretary of State for External Affairs, the Department is administered by the Under-Secretary of State for External Affairs (Deputy Minister), who is assisted by the Deputy Under-Secretary and by four Assistant Under-Secretaries, each of whom is responsible for the activities of specific divisions of the Department. The Department in Ottawa, which is organized into twenty divisions and three smaller units, is responsible for advising the Government on the whole field of international affairs, for maintaining correspondence with other governments, and for directing Canadian posts abroad.<sup>1</sup>

Canada now maintains 64 diplomatic and consular posts abroad, a commissioner's office in The West Indies, and a military mission in Berlin, which also performs consular duties.<sup>2</sup> Of the 64 posts, 35 are embassies, nine high commissioners' offices, four legations, three permanent missions to international organizations and thirteen consular offices, including two honorary consulates. In addition, Canada is represented, together with India and Poland, on the International Supervisory Commissions for Cambodia and Vietnam. Delegations consisting of both External Affairs and National Defence personnel are maintained at Phnom Penh in Cambodia and Hanoi and Saigon in Vietnam.

Fifty countries now have diplomatic missions in Canada.<sup>3</sup> Of these, 37 are embassies, seven are high commissioners' offices, and six are legations. In addition, The West Indies has a commissioner's office, and twelve countries have consular offices but no resident diplomatic missions. During the year, the status of the Legation of Lebanon was raised to that of an embassy.

In 1959, 16 Foreign Service Officers Grade 1 were recruited. Other appointments to the Department during the year numbered 155. Resignations and transfers totalled 151.

Shortage of personnel in several categories, principally in the administrative grades, became increasingly serious through the year and at year end the strength of the Department was more than 100 below established positions.

The following is a comparison of staff on strength at December 31, 1958, and December 31, 1959:—

Officer Staff	1958	1959
Ottawa .....	176	177
Abroad .....	219	225
 Administrative Staff		
Ottawa .....	527	536
Abroad .....	405	409
	<u>1327</u>	<u>1347</u>

<sup>1</sup>See Appendix A: "Organization of the Department at Ottawa".

<sup>2</sup>See Appendix B: "Canadian Diplomatic and Consular Representation Abroad".

<sup>3</sup>See Appendix C: "Diplomatic and Consular Representation of other Countries in Canada".



In addition, there were 512 locally-engaged employees on strength abroad at the end of 1959, compared with 504 last year.

Two heads of post retired from the foreign service in 1959—Mr. P. E. Renaud, Canadian Ambassador to Chile, and Mr. L. Dana Wilgress, who served as the Permanent Representative of Canada to the North Atlantic Council from 1953 until 1958. On August 1, 1959, Mr. Wilgress was appointed Chairman, Canadian Section, Canada-United States Permanent Joint Board on Defence.

The first round of the programme of visits to posts abroad, initiated by the Inspection Service in 1956, was completed in November 1959. During the year a total of twenty centres in Europe, Asia and Africa were visited. In continuation of past practice the inspection teams included, when possible, representatives of Trade and Commerce, Finance, Treasury Board and the Civil Service Commission.

The Department acquired new chancery quarters in Prague and Copenhagen, while additional office space was leased in Beirut and Tel Aviv. The congestion in the chancery in New Delhi was relieved by the leasing of an annex. Rental increases for office space were approved at Pretoria, Santiago, Wellington and Copenhagen. The lease of the existing chancery in Mexico was renewed.

Leases for official residences of heads of post have been re-negotiated or renewed at San Francisco, Santiago, Seattle and Tel Aviv. Official residences have been established in new premises at Athens, Cairo, New York (Permanent Representative to the United Nations), and Rome. An increased rental for the official residence in Manila has been approved. An official residence has been purchased in Mexico.

Accommodation for staff was leased at Beirut, Belgrade, Bonn, Djakarta, Moscow (2), New Delhi (2), Tehran (4) and Ankara (2). At three posts—Ankara, Belgrade and New Delhi—leases of staff accommodation were renewed, while three staff accommodations in Accra were relocated.

Furnishings schemes, in full or in part, were undertaken at the following:

- (a) Chanceries: Brussels, Paris (Permanent Delegation to the North Atlantic Council), Copenhagen, Lagos;
- (b) Official Residences: Athens, Stockholm, Seattle, New York (Consul General), New York (UN), Washington, Belgrade, Cairo;
- (c) Staff Quarters: Ankara, Beirut, Belgrade, Bonn, Djakarta, Moscow (2), New Delhi, Prague (2), Tehran (5), Tokyo, Warsaw.

## APPENDIX A

### ORGANIZATION OF THE DEPARTMENT IN OTTAWA

Secretary of State for External Affairs

Under-Secretary of State for External Affairs

Deputy Under-Secretary of State for External Affairs

Four Assistant Under-Secretaries of State for External Affairs  
(one of whom is Legal Adviser)

#### Twenty Divisions:

Administrative Services

American

Commonwealth

Communications

Consular

Defence Liaison (1)

Defence Liaison (2)

Economic I

Economic II

European

Far Eastern

Finance

Historical

Information

Legal

Middle Eastern

Personnel

Protocol

Supplies and Properties

United Nations

#### Other Units

Inspection Service

Political Co-ordination Section

Press Office

## APPENDIX B

### CANADIAN DIPLOMATIC AND CONSULAR REPRESENTATION ABROAD<sup>1</sup>

#### 1. Diplomatic Missions<sup>2</sup>

<i>Country</i>	<i>City</i>	<i>Nature of Post</i>
Argentina	Buenos Aires	Embassy
Australia	Canberra	High Commissioner's Office
Austria	Vienna	Embassy
Belgium	Brussels	Embassy
Brazil	Rio de Janeiro	Embassy
Ceylon	Colombo	High Commissioner's Office
Chile	Santiago	Embassy
Colombia	Bogota	Embassy
Cuba	Havana	Embassy
Czechoslovakia	Prague	Legation
Denmark	Copenhagen	Embassy
Dominican Republic	Ciudad Trujillo	Embassy
Finland	Helsinki	Legation
France	Paris	Embassy
Germany	Bonn	Embassy <sup>3</sup>
Ghana	Accra	High Commissioner's Office
Greece	Athens	Embassy
Haiti	Port-au-Prince	Embassy
India	New Delhi	High Commissioner's Office
Indonesia	Djakarta	Embassy
Iran	Tehran	Legation
Ireland	Dublin	Embassy
Israel	Tel Aviv	Embassy
Italy	Rome	Embassy
Japan	Tokyo	Embassy
Lebanon	Beirut	Embassy
Malaya	Kuala Lumpur	High Commissioner's Office
Mexico	Mexico	Embassy
Netherlands	The Hague	Embassy
New Zealand	Wellington	High Commissioner's Office
Norway	Oslo	Embassy
Pakistan	Karachi	High Commissioner's Office
Peru	Lima	Embassy
Poland	Warsaw	Legation

<sup>1</sup>For further information, see the thrice-yearly publication of the Department entitled "Canadian Representatives Abroad and Representatives of Other Countries in Canada".

<sup>2</sup>No resident diplomatic missions are maintained in Burma, Iceland and Luxembourg, but the High Commissioner for Canada to Malaya is also accredited as Ambassador to Burma, the Ambassador to Norway as Minister to Iceland (where there is a Consulate General in charge of an honorary officer) and the Ambassador to Belgium as Minister to Luxembourg. The Ambassador to Cuba is also accredited as Ambassador to the Dominican Republic and to Haiti, and the Ambassador to Sweden as Minister to Finland. (There are missions under the direction of *Chargés d'Affaires a.i.* in the Dominican Republic, Haiti and Finland.)

<sup>3</sup>There is also a mission in Berlin.



<i>Country</i>	<i>City</i>	<i>Nature of Post</i>
Portugal	Lisbon	Embassy
Spain	Madrid	Embassy
Sweden	Stockholm	Embassy
Switzerland	Berne	Embassy <sup>1</sup>
Turkey	Ankara	Embassy
Union of South Africa	Pretoria	High Commissioner's Office
Union of Soviet Socialist Republics	Moscow	Embassy
United Arab Republic	Cairo	Embassy
United Kingdom of Great Britain and Northern Ireland	London	High Commissioner's Office
United States of America	Washington	Embassy
Uruguay	Montevideo	Embassy
Venezuela	Caracas	Embassy
Yugoslavia	Belgrade	Embassy

## 2. Permanent Missions to International Organizations

<i>Organization</i>	<i>City</i>
North Atlantic Council	Paris
Organization for European Economic Co-operation }	
United Nations	New York
United Nations (European Office)	Geneva

## 3. Commissioner's Office

<i>Country</i>	<i>City</i>
West Indies	Port-of-Spain, Trinidad

## 4. Consulates

<i>Country</i>	<i>City</i>	<i>Nature of Post</i>
Brazil	Sao Paulo	Consulate
Germany	Hamburg	Consulate
Iceland	Reykjavik	Consulate-General <sup>2</sup>
Philippines	Manila	Consulate-General
United States of America	Boston	Consulate-General
	Chicago	Consulate-General
	Detroit	Consulate
	Los Angeles	Consulate-General
	New Orleans	Consulate-General
	New York	Consulate-General
	Portland, Maine	Vice Consulate <sup>2</sup>
	San Francisco	Consulate-General
	Seattle	Consulate-General

<sup>1</sup>The Canadian Ambassador to Switzerland is in charge of Canadian interests in Liechtenstein.

<sup>2</sup>In charge of honorary officers.

## APPENDIX C

### DIPLOMATIC AND CONSULAR REPRESENTATION OF OTHER COUNTRIES IN CANADA<sup>1</sup>

#### 1. Diplomatic Missions<sup>2</sup>

<i>Country<sup>3</sup></i>	<i>Nature of Post</i>
*Argentina	Embassy
Australia	High Commissioner's Office
*Austria	Embassy
*Belgium	Embassy
*Brazil	Embassy
Burma	Embassy
Ceylon	High Commissioner's Office
*Chile	Embassy
*China	Embassy
*Colombia	Embassy
*Cuba	Embassy
*Czechoslovakia	Legation
*Denmark	Embassy
*Dominican Republic	Embassy
*Finland	Legation
*France	Embassy
*Germany	Embassy
*Greece	Embassy
*Haiti	Embassy
*Iceland	Legation
India	High Commissioner's Office
Indonesia	Embassy
Iran	Legation
Ireland	Embassy
*Israel	Embassy
*Italy	Embassy
*Japan	Embassy
*Lebanon	Embassy
*Luxembourg	Legation
*Mexico	Embassy
*Netherlands	Embassy
New Zealand	High Commissioner's Office
*Norway	Embassy
Pakistan	High Commissioner's Office
*Peru	Embassy

<sup>1</sup>For further particulars, see the publications of the Department entitled "Canadian Representatives Abroad and Representatives of Other Countries in Canada" (thrice yearly) and "Diplomatic Corps" (quarterly).

<sup>2</sup>The Ambassadors of Burma and Tunisia and the Ministers of Iceland and Luxembourg are also accredited to the United States of America, where they are ordinarily resident.

<sup>3</sup>Those countries marked with an asterisk have consulates in Canada. The Office of the High Commissioner for India has charge of the interests of Nepal; the Legation of Poland of those of Hungary; the Embassy of Switzerland of those of Leichtenstein; and the Embassy of the United Arab Republic of those of Iraq.

<i>Country<sup>3</sup></i>	<i>Nature of Post</i>
*Poland	Legation
*Portugal	Embassy
*Spain	Embassy
*Sweden	Embassy
*Switzerland	Embassy
Tunisia	Embassy
Turkey	Embassy
Union of South Africa	High Commissioner's Office
Union of Soviet Socialist Republics	Embassy
United Arab Republic	Embassy
United Kingdom	High Commissioner's Office
*United States of America	Embassy
*Uruguay	Embassy
*Venezuela	Embassy
*Yugoslavia	Embassy

## 2. Commissioner's Office

<i>Country</i>	<i>City</i>
West Indies, British Guiana and British Honduras	Montreal

## 3. Countries Having Consulates but No Diplomatic Missions

Bolivia	Monaco
Costa Rica	Nicaragua
Ecuador	Panama
Guatemala	Philippines
Honduras	El Salvador
Liberia	Thailand

---

<sup>3</sup>Those countries marked with an asterisk have consulates in Canada. The Office of the High Commissioner for India has charge of the interests of Nepal; the Legation of Poland of those of Hungary; the Embassy of Switzerland of those of Leichtenstein; and the Embassy of the United Arab Republic of those of Iraq.



## APPENDIX D

### INTERNATIONAL ASSOCIATIONS AND ORGANIZATIONS OF WHICH CANADA IS A MEMBER <sup>1</sup>

#### COMMONWEALTH

Commonwealth Advisory Aeronautical Research Council  
Commonwealth Advisory Committee on Defence Science  
Commonwealth Agricultural Bureau Executive Council  
Commonwealth Air Transport Council  
Commonwealth Economic Committee  
Commonwealth Forestry Conference  
Commonwealth Liaison Committee  
Commonwealth Scientific Conference  
Commonwealth Shipping Committee  
Commonwealth Telecommunications Board  
Imperial War Graves Commission  
South Pacific Air Transport Command

#### NORTH ATLANTIC TREATY ORGANIZATION

#### UNITED NATIONS

##### Security Council

##### Economic and Social Council

Functional Commissions of the Economic and Social Council:  
Commission on International Commodity Trade  
Commission on Narcotic Drugs  
Commission on the Status of Women  
Population Commission  
Statistical Commission

Executive Committee of the Programme of the United Nations High  
Commissioner for Refugees (formerly United Nations Refugee  
Fund)

Governing Council of the Special Fund

##### Specialized Agencies

Food and Agriculture Organization and Council of FAO  
Inter-governmental Maritime Consultative Organization and Council  
of IMCO<sup>2</sup>  
International Atomic Energy Agency and Board of Governors of IAEA<sup>3</sup>  
International Bank for Reconstruction and Development<sup>4</sup>  
International Civil Aviation Organization and Council of ICAO

---

<sup>1</sup>Inter-governmental bodies only are included.

<sup>2</sup>The Inter-governmental Maritime Consultative Organization came officially into being on March 17, 1958, with the deposit of instruments of ratification of the Convention on IMCO by Japan and the United Arab Republic.

<sup>3</sup>The International Atomic Energy Agency is not technically a Specialized Agency, but it is an autonomous inter-governmental agency under the aegis of the United Nations.

<sup>4</sup>Canada was elected as one of the Executive Directors of the IBRD by the Board of Governors to serve from November 1, 1958, for two years.

**Specialized Agencies—Concluded**

International Finance Corporation<sup>1</sup>  
 International Labour Organization and Governing Body of ILO  
 International Monetary Fund<sup>2</sup>  
 International Telecommunications Union and Administrative Council of ITU  
 United Nations Educational, Scientific and Cultural Organization  
 Universal Postal Union and Permanent Executive and Liaison Commission of UPU  
 World Health Organization and Executive Board of WHO  
 World Meteorological Organization and Executive Committee of WMO

**Other Continuing Bodies**

Advisory Committee for the United Nations Memorial Cemetery in Korea  
 Advisory Committee of the United Nations Korean Reconstruction Agency  
 Advisory Committee on the United Nations Emergency Force  
 Collective Measures Committee  
 Committee on Contributions  
 Disarmament Commission  
 Negotiating Committee for Extra-Budgetary Funds  
 Panel for Inquiry and Conciliation  
 Scientific Advisory Committee (formerly Advisory Committee on the Peaceful Uses of Atomic Energy)  
 Scientific Committee on the Effects of Atomic Radiation

**Ad Hoc Body**

Ad Hoc Committee on the Peaceful Uses of Outer Space

**UNITED STATES-CANADA**

Canada-United States Ministerial Committee on Joint Defence  
 International Boundary Commission  
 International Joint Commission  
 Joint Committee on Trade and Economic Affairs  
 Permanent Joint Board on Defence

**INTER-AMERICAN**

Commissions on Geography and Cartography of the Pan-American Institute of Geography and History  
 Inter-American Statistical Institute  
 Pan-American Radio Office  
 Postal Union of the Americas and Spain

**COLOMBO PLAN**

Consultative Committee on Co-operative Economic Development in South and Southeast Asia  
 Council for Technical Co-operation in South and Southeast Asia

<sup>1</sup>The International Finance Corporation is an affiliate of the International Bank for Reconstruction and Development. Canada was elected as one of the Executive Directors of the IFC by the Board of Governors to serve from November 1, 1958, for two years.

<sup>2</sup>Canada was elected as one of the Executive Directors of the IMF by the Board of Governors to serve from November 1, 1958, for two years.

**CONSERVATIONAL**

Great Lakes Fishery Commission  
International North Pacific Fisheries Commission  
International Northwest Atlantic Fisheries Commission  
International Pacific Halibut Commission  
International Pacific Salmon Fisheries Commission  
International Whaling Commission  
North Pacific Fur Seals Commission

**ECONOMIC <sup>1</sup>**

Contracting Parties to the General Agreement on Tariffs and Trade  
Customs Co-operation Council  
European Productivity Agency (as associate member)  
Inter-governmental Committee for European Migration and Executive Committee of ICEM  
International Bureau for the Publication of Customs Tariffs  
International Convention for the Protection of Literary and Artistic Property  
International Coffee Study Group  
International Cotton Advisory Committee  
International Lead & Zinc Study Group  
International Rubber Study Group  
International Sugar Agreement  
International Tin Agreement  
International Union for the Protection of Industrial Property  
International Wheat Agreement  
International Wool Study Group  
Organization for European Economic Co-operation (as associate member)  
United Kingdom-Canada Continuing Committee on Trade and Economic Affairs

**SCIENTIFIC**

International Bureau of Weights and Measures  
International Hydrographic Bureau  
International Institute of Refrigeration

---

<sup>1</sup>See also under previous headings.



## APPENDIX E

### INTERNATIONAL CONFERENCES HELD IN 1959 AT WHICH CANADA WAS OFFICIALLY REPRESENTED

#### United Nations Conferences

*Ad Hoc* Committee on the Peaceful Uses of Outer Space, New York, May 6.

#### Economic and Social Council:

Commission on International Commodity trade, 7th session, New York, March 9.

Commission on Narcotic Drugs, 14th session, Geneva, April 27.

Commission on the Status of Women: 13th session, New York, March 9.

Population Commission: 10th session, Geneva, February 9.

Food and Agriculture Organization: 31st session of Council, Rome October 25; Meeting, October 31.

General Assembly: resumed 13th session, New York, February 20; 14th session, New York, September 15.

Inter-governmental Maritime Consultative Organization: 1st General Conference, London, January; 2nd session of Maritime Safety Committee, London, November 23.

#### International Atomic Energy Agency:

Advisory Panel on Sampling and Tracing of Radioactive Elements in the Biosphere, Vienna, September 7.

Board of Governors, January 6, April 6, June 15; General Conference and Board of Governors, September 16.

Scientific Conference on the Disposal of Radioactive Wastes, Monaco, November 16.

International Atomic Energy Agency and World Health Organization: International Seminar on Medical Radioisotope Scanning, Vienna, February 25.

International Bank for Reconstruction and Development: 14th Annual Assembly, Washington, September 28.

International Civil Aviation Organization: 5th Congress on North Atlantic Ocean Stations, Montreal, March; Meeting, San Diego, June 16.

International Finance Corporation: annual meeting of Board of Governors, Washington, September 30.

International Labour Organization: 43rd session, Geneva, June 3.

International Monetary Fund: 14th annual meeting, Washington, October 1.

International Telecommunications Union: Administrative Radio Conference, Geneva, August 17; Plenipotentiary Conference, October 14.

Scientific Committee on the Effects of Atomic Radiation: 6th session, New York, March 23.

Security Council: (in continuous session).

United Nations Conference on the Elimination or Reduction of Future Statelessness, Geneva, March 24.

- United Nations High Commissioner for Refugees: Executive Committee, 1st session, Geneva, January 26; 1st special session, Geneva, June 15; 2nd session, Geneva, October 6.
- United Nations Special Fund: 2nd session of Governing Council, New York, May 26; 3rd session, December 8.
- United Nations Wheat Conference, 2nd session, Geneva, January.
- World Health Organization: 12th session of Assembly, Geneva, May 12.
- World Meteorological Organization, Geneva, April 1.

### Other Conferences

- Astronomic Conference of Astronomers, Buenos Aires, October 30.
- Canada-United Kingdom Continuing Committee on Trade and Economic Affairs, Ottawa, July 2.
- Canada-United States Joint Cabinet Committee on Trade and Economic Affairs, Ottawa, January 5.
- Canada-United States Ministerial Committee on Joint Defence, Camp David, Maryland, November 8.
- Conference on Food for Peace, Washington, April 27.
- Committee for Co-ordination of Investigations of the Lower Mekong Basin (held under auspices of the Economic Commission for Asia and the Far East), Saigon, June 16.
- Committee on Space Research of the International Council of Scientific Unions: 2nd Meeting, The Hague, March 12.
- Commonwealth Economic Consultative Council, London, September 22.
- Commonwealth Education Conference, Oxford, July 15.
- Colombo Plan Consultative Committee for South and Southeast Asia, Jogjakarta, Indonesia, October 26.
- General Agreement on Tariffs and Trade: 14th session of contracting parties, Geneva, May 11; 15th session of contracting parties, Tokyo, October 26.
- European Productivity Agency: meeting of Governing Body, Paris, April 24; October 26.
- European Working Conference on Market Research for Livestock and Live-stock Products, Paris, June 8.
- Intergovernmental Committee for European Migration: Executive Committee, 12th session, Geneva, April 2; 13th session, November 3; Council, 10th session, April 7; 11th session, November 12.
- International Congress of Radiology, 9th meeting, Munich, July 23.
- International Maritime Committee General Conference, Rijeka, Yugoslavia, September 20.
- 1st International Symposium on Nuclear Fuel Elements, New York, January 28.
- North Atlantic Council: meeting of Foreign Ministers, Washington, April 2; Meeting of Foreign, Defence and Finance Ministers, Paris, December 15.
- Organization for European Economic Co-operation; Economic Policy Committee, November 4.
- Pan-American Institute of Geography and History: 5th consultative meeting, Quito, January 7; 4th meeting of Directing Council, Mexico City, July 27.
- Senior Commonwealth Economic Officials, London, May 5.
- Wheat Utilization Committee: 1st meeting, Washington, June 15; 2nd meeting, October 14.

## APPENDIX F

### INTERNATIONAL AGREEMENTS TO WHICH CANADA IS A PARTY: DEVELOPMENTS DURING 1959

#### 1. Bilateral Agreements

##### **Australia**

*Agreement* between the Government of Canada and the Government of the Commonwealth of Australia for co-operation in the peaceful uses of atomic energy. Signed at Ottawa August 4, 1959. Instruments of Ratification exchanged at Canberra October 7, 1959. Entered into force October 7, 1959.

##### **Euratom**

*Agreement* between the Government of Canada and the European Atomic Energy Community (EURATOM) for co-operation in the peaceful uses of atomic energy. Signed at Brussels October 6, 1959. Entered into force November 18, 1959.

*Exchange of Notes* between Canada and the European Atomic Energy Community (EURATOM) bringing into force the Agreement between the Government of Canada and EURATOM for co-operation in the peaceful uses of atomic energy which was signed at Brussels October 6, 1959. Brussels November 18, 1959. Entered into force November 18, 1959.

##### **Federal Republic of Germany**

*Agreement* between the Government of Canada and the Government of the Federal Republic of Germany on the settlement of disputes arising out of direct procurement. Signed at Bonn August 3, 1959.

*Agreement* between the Government of Canada and the Government of the Federal Republic of Germany for air services between and beyond their respective territories. Signed at Ottawa September 4, 1959.

##### **Finland**

*Exchange of Notes* between Canada and Finland modifying the agreement of January 9, 1956, concerning visas. Ottawa December 9, 1958. Entered into force January 1, 1959.

*Convention* between the Government of Canada and the Government of the Republic of Finland for the avoidance of double taxation and the prevention of fiscal evasion in respect of taxes on income. Signed at Ottawa, March 28, 1959. Instruments of Ratification exchanged at Helsinki December 29, 1959. Entered into force December 29, 1959.

##### **Greece**

*Exchange of Notes* between Canada and Greece concerning visa requirements for non-immigrant travellers of the two countries. Athens September 9 and 30, 1959. Entered into force October 30, 1959.



**International Atomic Energy Agency**

*Agreement* between the Government of Canada and the International Atomic Energy Agency for the supply of uranium by Canada to the International Atomic Energy Agency. Signed at Vienna March 24, 1959. Entered into force March 24, 1959.

**Japan**

*Exchange of Notes* between Canada and Japan concerning the entry to Canada for a limited period of Japanese agricultural trainees. Ottawa March 6, 1959. Entered into force March 6, 1959.

*Agreement* between the Government of Canada and the Government of Japan for co-operation in the peaceful uses of atomic energy. Signed at Ottawa July 2, 1959.

*Agreed Minutes* relating to the Agreement between the Government of Canada and the Government of Japan for co-operation in the peaceful uses of atomic energy. Signed at Ottawa July 2, 1959.

*Protocol* to the Agreement between the Government of Canada and the Government of Japan for co-operation in the peaceful uses of atomic energy. Signed at Ottawa July 2, 1959.

**Netherlands**

*Supplementary Convention* modifying the Convention between the Government of Canada and the Government of the Kingdom of the Netherlands for the avoidance of double taxation and the prevention of fiscal evasion in respect of taxes on income signed at Ottawa April 2, 1957. Signed at Ottawa October 28, 1959.

**Pakistan**

*Agreement* between the Government of Canada and the Government of Pakistan for co-operation in the peaceful uses of atomic energy. Signed at Ottawa May 14, 1959.

**Switzerland**

*Exchange of Notes* between Canada and Switzerland constituting an agreement for the avoidance of double taxation with respect to enterprises operating ships and aircraft. Berne September 22, 1959. Entered into force September 22, 1959.

**United States of America**

*Exchange of Notes* between Canada and the United States of America concerning operation of a television station on Channel 16 at Scranton, Pennsylvania. Ottawa, December 9, 1958, and January 7, 1959. Entered into force January 7, 1959.

*Exchange of Notes* between Canada and the United States of America concerning arrangements for dredging and disposal of spoil in the St. Clair River and Lake St. Clair. Ottawa February 27, 1959. Entered into force, February 27, 1959.

*Exchange of Notes* between Canada and the United States of America amending the Agreement of June 4, 1949, for air services between the two countries. Ottawa April 9, 1959. Entered into force April 9, 1959.

*Exchange of Notes* between Canada and the United States of America concerning tolls to be charged on the St. Lawrence Seaway. Ottawa March 9, 1959. Entered into force March 9, 1959.

*Exchange of Notes* between Canada and the United States of America concerning the construction and equipment required for the augmentation of communications facilities at Cape Dyer, Baffin Island (DEWEAST). Ottawa April 13, 1959. Entered into force April 13, 1959.

*Exchange of Notes* between Canada and the United States of America concerning the establishment in Canada of short-range tactical air navigation facilities at nine sites (TACAN). Ottawa May 1, 1959. Entered into force May 1, 1959.

*Agreement* between the Government of Canada and the Government of the United States of America to provide for co-operation on the uses of atomic energy for mutual defence purposes. Signed at Washington May 22, 1959. Entered into force July 27, 1959.

*Exchange of Notes* between Canada and the United States of America for the renewal of the agreement of 1942 for the exchange of agricultural labour and machinery. Ottawa May 22, 1959. Entered into force May 22, 1959.

*Exchange of Notes* between Canada and the United States of America concerning the seasonal movement between the two countries of woods workers. Ottawa May 22, 1959. Entered into force May 22, 1959.

*Exchange of Notes* between Canada and the United States of America governing the establishment of an integrated communications system to support the Ballistic Missiles Early Warning System (BMEWS). Ottawa July 13, 1959. Entered into force July 13, 1959.

*Exchange of Notes* between Canada and the United States of America concerning the date of entry into force of the Agreement of May 22, 1959 for co-operation on the uses of atomic energy for mutual defence purposes. Washington July 27, 1959. Entered into force July 27, 1959.

*Exchange of Notes* between Canada and the United States of America renewing permission for the use by the United States Army of the Haines Cut-off Road for the winter maintenance of the Haines-Fairbanks pipeline. Ottawa August 17 and 20, 1959. Entered into force August 20, 1959.

## Venezuela

*Exchange of Notes* between Canada and Venezuela concerning visa requirements for non-immigrant travellers of the two countries. Ottawa October 5 and 8, 1959. Entered into force, November 1, 1959.

*Exchange of Notes* between Canada and Venezuela extending for a period of one year the commercial *modus vivendi* between the two countries signed at Caracas October 11, 1950. Caracas, October 10 and 15, 1959. Entered into force October 15, 1959.

## 2. Multilateral

*International Sugar Agreement*, 1958. Done at London December 1, 1958. Signed by Canada December 23, 1958. Entered into force for Canada January 1, 1959.

*Protocol* to the International Convention for the Northwest Atlantic Fisheries signed at Washington under date of February 8, 1949. Done at Washington June 25, 1956. Signed by Canada June 26, 1956. Instrument of ratification of Canada deposited March 27, 1957. Entered into force January 10, 1959.

*Second Protocol* of Rectifications and Modifications to the texts of the schedules to the General Agreement on Tariffs and Trade. Done at Geneva, November 8, 1952. Signed by Canada April 16, 1953. Entered into force February 2, 1959.

*Third Protocol of Rectifications and Modifications to the texts of the schedules to the General Agreement on Tariffs and Trade.* Done at Geneva October 24, 1953. Signed by Canada December 17, 1953. Entered into force February 2, 1959.

*International Agreement for the creation in Paris of an International Office of Epizootics.* Done at Paris January 25, 1924. Canada's Instrument of Adherence deposited April 14, 1959. Entered into force for Canada April 14, 1959.

*Protocol relating to negotiations for the establishment of a new schedule III—Brazil—to the General Agreement on Tariffs and Trade.* Done at Geneva December 31, 1958. Signed by Canada April 21, 1959.

*Declaration extending the standstill provisions of Article XVI:4 of the General Agreement on Tariffs and Trade.* Done at Geneva November 30, 1957. Signed by Canada April 21, 1959.

*Procès-verbal extending the validity of the Declaration extending the standstill provisions of Article XVI:4 of the General Agreement on Tariffs and Trade.* Done at Geneva November 22, 1958. Signed by Canada April 21, 1959.

*Declaration on the provisional accession of the Swiss Confederation to the General Agreement on Tariffs and Trade.* Done at Geneva November 22, 1958. Signed by Canada May 4, 1959.

*Protocol amending the International Convention for the Regulation of Whaling signed at Washington on December 2, 1946.* Done at Washington November 19, 1956. Signed by Canada November 30, 1956. Canada's Instrument of Ratification deposited June 14, 1957. Entered into force May 4, 1959.

*Procès-verbal and Declaration extending the provisions of Article XVI:4 of the General Agreement on Tariffs and Trade.* Done at Geneva November 22, 1958. Signed by Canada April 21, 1959. Entered into force May 11, 1959.

*State Treaty for the re-establishment of an Independent and Democratic Austria.* Signed at Vienna May 15, 1955. Entered into force July 27, 1955. Canada's Instrument of Accession deposited June 23, 1959. Entered into force for Canada June 23, 1959.

*International Labour Convention (105) concerning the abolition of forced labour, adopted by the Conference at its fortieth session, Geneva June 25, 1957.* Canada's Instrument of Ratification deposited July 14, 1959.

*International Wheat Agreement, 1959.* Signed by Canada April 22, 1959. Canada's Instrument of Acceptance deposited July 16, 1959. Entered into force August 1, 1959.

*Agreement to supplement the Agreement between the parties to the North Atlantic Treaty regarding the Status of their Forces with respect to Foreign Forces stationed in the Federal Republic of Germany.* Signed at Bonn August 3, 1959.

*Protocol of Signature to the Supplementary Agreement.* Signed at Bonn by Canada August 3, 1959.

*Agreement to implement paragraph 5 of Article 45 of the Agreement to supplement the Agreement between the Parties to the North Atlantic Treaty regarding the Status of their Forces with respect to Foreign Forces stationed in the Federal Republic of Germany.* Signed at Bonn August 3, 1959.

*Administrative Agreement to Article 60 of the Agreement to supplement the Agreement between the Parties to the North Atlantic Treaty regarding the Status of their Forces with respect to Foreign Forces stationed in the Federal Republic of Germany.* Signed at Bonn August 3, 1959.



*Agreement* between Canada, the Federal Republic of Germany and the United Kingdom of Great Britain and Northern Ireland concerning the conduct of manoeuvres and other training exercises in the Saltau-Lunenburg Area. Signed at Bonn August 3, 1959.

*Convention* on the nationality of married women adopted by the General Assembly of the United Nations at its eleventh session. Signed by Canada February 20, 1957. Canada's Instrument of Ratification deposited October 21, 1959.

*Declaration* on the Provisional Accession of Israel to the General Agreement on Tariffs and Trade. Done at Geneva May 29, 1959. Signed by Canada November 5, 1959.

*Eighth Protocol* of rectifications and modifications to the texts of the Schedules to the General Agreement on Tariffs and Trade. Done at Geneva February 18, 1959. Signed by Canada November 6, 1959.

*Declaration* on relations between Contracting Parties to the General Agreement on Tariffs and Trade and the Government of the Federal People's Republic of Yugoslavia. Done at Geneva May 25, 1959. Signed by Canada November 6, 1959.

*Ninth Protocol* of rectifications and modifications to the Texts of the Schedules to the General Agreement on Tariffs and Trade. Done at Geneva August 17, 1959. Signed by Canada November 6, 1959.

## APPENDIX G

### PUBLICATIONS OF THE DEPARTMENT

#### 1. Printed Publications

The following publications are obtainable from the Queen's Printer, Ottawa:

*Report of the Department of External Affairs.* Report to Parliament covering the work of the Department during each calendar year. Price: Canada and the United States, 25 cents; other countries, 30 cents.

*Canada Treaty Series.* Texts of treaties, conventions, and other agreements concluded between Canada and other countries. Price: Canada and the United States, 25 cents; other countries, 30 cents.

*Conference Series.* Reports on the proceedings of certain international conferences in which Canada has participated since 1945. The following are included in this series:

*Canada and the United Nations.* An annual report on Canadian participation in the work of the United Nations and its Specialized Agencies. Price: Canada and the United States, 30 cents; other countries, 60 cents.

*London and Paris Agreements.* Conference Series 1955, No. 1. A selection of documents resulting from meetings held in London and Paris concerning the accession of the Federal Republic of Germany to the North Atlantic Treaty Organization. Price: Canada and the United States, 50 cents; other countries, 60 cents.

*Canadian Representatives Abroad and Representatives of Other Countries in Canada.* Issued three times a year. A directory of Canadian diplomatic, consular, and trade offices abroad and of diplomatic, consular and trade offices of other countries in Canada. Price: annual subscription, Canada and the United States, \$1.00; other countries, \$1.50. Single copies, Canada and the United States, 35 cents; other countries, 40 cents.

*Diplomatic Corps.* A list of diplomatic missions in Ottawa. Published quarterly. Price: annual subscription, Canada and the United States, \$1.00; other countries, \$1.50. Single copies, Canada and the United States, 25 cents; other countries, 30 cents.

*External Affairs.* A monthly bulletin containing articles on subjects of current international interest and official statements of Canadian foreign policy. Price: annual subscription, Canada and the United States, \$1.00; students in Canada, 50 cents; other countries, \$2.00.

#### *White Papers*

*The Crisis in the Middle East.* October-December 1956. Price: Canada and the United States, 50 cents; other countries, 60 cents.

*The Crisis in the Middle East.* January-March 1957. Price: Canada and the United States, 50 cents; other countries, 60 cents.

*Report on Disarmament Discussions 1957.* Price: Canada and the United States, 25 cents; other countries, 30 cents.

## 2. Special Publications

*Canada from Sea to Sea.* An illustrated booklet for distribution abroad dealing in popular style with various aspects of Canada—its history and geography, economic and trading position, status as a world power, people, culture, institutions, government and its traditions. Published in English and French. Price: Canada and the United States, 50 cents; other countries, 60 cents.

*Canada Pictorial.* This publication, which is also for distribution abroad and is not sold by the Queen's Printer, was produced during the year in English, French, Japanese, Italian, Swedish, Dutch and German, and, as the year ended, was being translated into other languages. It is an inexpensive illustrated folder providing general information on Canada and Canadians.

## 3. Mimeographed Publications

*Canadian Weekly Bulletin.* A summary of news and developments.

*Reference Papers.*<sup>1</sup> Background information on various aspects of Canadian affairs.

*Reprints.* Articles on Canada and Canadian affairs reprinted from a variety of sources, chiefly from Canadian periodicals.

*Statements and Speeches.*<sup>1</sup> Full texts of important official speeches on external or domestic affairs.

*Supplementary Papers.*<sup>1</sup> Full texts of statements and reports, mainly on specialized subjects, supplementing the statements and speeches series.

*Press Releases.*<sup>2</sup> English and French on appointments, distinguished visitors, presentation of letters of credence, conclusion of international agreements, and delegations to international conferences.

## 4. NATO and Colombo Plan Publications

The Department also distributes to Members of Parliament, public libraries, universities and newspapers, information material produced by the NATO Information Services and by the Colombo Plan Information Unit.

---

<sup>1</sup>Items which deal with international affairs are distributed in Canada. They are free of charge and may be obtained from the Information Division, Department of External Affairs, Ottawa.

<sup>2</sup>Obtainable without charge from the Press Office, Department of External Affairs, Ottawa.













iv. doc  
an



# REPORT

of the

Department of External Affairs,

1960

EA

A55











**R E P O R T**  
**of the**  
**DEPARTMENT OF**  
**EXTERNAL AFFAIRS**  
**1960**

**Submitted to Parliament under the Provisions of the  
Department of External Affairs Act**

**ROGER DUHAMEL, F.R.S.C.**  
**The Queen's Printer and Controller of Stationery**  
**Ottawa, 1961**



THE

IN THE

OF THE

1973

Price 25 cents      Cat. No. E1-1960  
Available from the Queen's Printer  
Ottawa, Canada

## FOREWORD

The Annual Report of 1960 differs from previous Annual Reports. Instead of methodically recounting events in various countries and organizations during the year, it concentrates on a few main themes in which Canada has a special interest or concern and expands the Canadian Government's position on them. By this change, it is hoped to make the Report of greater value to the general public and to students of Canadian foreign policy.

Most of the major events of recent years have perforce had to be viewed against the background of East-West relations, and it has become customary to assess the international climate in any given period in terms of the relative degree of harmony existing between the Communist and non-Communist worlds. By that test, 1960 presents a regular graph of mounting hopes and cordiality in the first five months followed by an abrupt and steady decline from May onwards. The collapse of the summit talks in that month, followed shortly by the disruption of disarmament negotiations, set the stage for an intensification of the cold war in a number of trouble spots—Congo, Cuba, Laos—and in the fifteenth session of the United Nations General Assembly. The year closed in an atmosphere of heightened tension, uncertainty and confusion which left little ground for optimism.

Yet the events of the year, judged in post-war perspective, fell short of a full-scale revival of the cold war. East-West contacts, though reduced, were not entirely abandoned. Cultural and scientific exchanges with Communist-bloc countries were maintained in spite of name-calling on both sides; trade went on more or less undisturbed; and, although the main disarmament talks foundered, the important nuclear test talks continued uninterrupted. Although the atmosphere was certainly not conducive to the solution of difficult international problems, there was throughout an apparently studied attempt to avoid forcing matters anywhere to the danger point. 1960 was perhaps a foretaste of the sort of international climate in which we shall have to learn to live in an era of competitive co-existence between two ideologies, each of which recognizes the futility of all-out conflict.

To me the real significance of 1960 lies in the fact that it was the year in which the continent of Africa "came of age". While world attention has been focussed on the difficulties experienced by one African state, the Congo, in its transition from colony to nation, 18 other former colonies, 17 of them in Africa, have attained independence in peace and tranquility; and of these African nations, all but one have taken their place as sovereign states in the United Nations. For the first time in history, 1960 heard the independent voice of the continent of Africa raised in the councils of the world. It will be the task of statesmanship in the future to ensure that these new African nations are protected from external pressures, helped by the international community to attain national fulfilment in peace and liberty, and encouraged to play a constructive role in the United Nations and other international organizations. The degree of success which attends the future political and economic development of the continent of Africa is bound to exert a profound influence on the course of world history.

Already the emergence of an independent Africa has had a considerable impact on the United Nations. The Congo crisis has thrust upon the world organization new responsibilities that offer the greatest challenge it has yet faced in the field of international peace-keeping. At the same time, the sudden influx of large numbers of new member states has imposed on the United Nations stresses and strains of which the Soviet bloc has attempted to take advantage, by means of a campaign of unwarranted attacks on the Secretariat, to bring about institutional changes that would undermine the United Nations as a source of independent, international authority. The resistance of the vast majority of members, old and new, to the Soviet assault offers reassuring proof that the world organization will not be allowed to fall under the dominant control of any one nation or group of nations. Changes there will doubtless have to be, to adjust to the greatly expanded membership, but this period of temporary dislocation will pass and the United Nations will emerge more representative of the diverse interests and forces in the world, and therefore stronger than before, but with its basic structure intact.

Of the many subjects dealt with in the ensuing report, none received more attention on the part of Canada during 1960 than disarmament. The record of achievement in this vital field was disappointing. Not only did the ten-nation talks collapse, but all subsequent attempts to bring about a resumption of negotiations proved in vain. Yet the considerations that led the major military powers to embark upon disarmament negotiations in 1960 will remain even more compelling in 1961 and after. Faced with the prospect of an ever-widening dissemination of weapons that threaten the survival of civilization as we know it, governments can and must seek the means to bring this growing menace under control. The time for a workable disarmament agreement is now, and Canada will continue to press towards that end.

I wish to extend to the Under-Secretary of State for External Affairs and to all members of the Department, whether serving in Ottawa or abroad, my appreciation of their devoted contribution during the year to the promotion and protection of Canadian interests abroad and to the peaceful settlement of international problems.

HOWARD GREEN,  
*Secretary of State for External Affairs.*

March 8, 1961.



Hon. HOWARD C. GREEN, M.P.,

Secretary of State for External Affairs.

As required by the Department of External Affairs Act, I have the honour to submit to you for presentation to Parliament the fifty-first report of the Department, covering the calendar year 1960.

It gives me pleasure to express my appreciation of the manner in which the members of the staff, at home and abroad, have carried out their duties and also of the spirit of co-operation shown by other Government Departments which are concerned with various aspects of Canada's relations with other countries.

N. A. ROBERTSON,  
*Under-Secretary of State  
for External Affairs.*

Ottawa, February 20, 1961.



# CONTENTS

	PAGE
FOREWORD .....	v
LETTER OF TRANSMITTAL ..	vii
CHAPTER	
I. East-West Relations .....	1
II. Canada and the United Nations .....	6
III. Disarmament .....	9
IV. United Nations in the Middle East.....	15
V. International Supervisory Commissions in Indochina .....	17
VI. NATO and Defence .....	19
VII. The Commonwealth .....	23
VIII. Latin America .....	27
IX. Economic Affairs .....	29
X. Aid to Under-developed Countries.....	36
XI. The Columbia River Basin .....	38
XII. Law of the Sea .....	39
APPENDIX	
A. Organization of the Department in Ottawa .....	41
B. Passports and visas .....	42
C. Canadian diplomatic and consular representation abroad .....	43
D. Diplomatic and consular representation of other countries in Canada .....	45
E. International associations and organizations of which Canada is a member .....	47
F. International conferences held in 1960 at which Canada was officially represented .....	50
G. International agreements to which Canada is a party: develop- ments during 1960 .....	52
H. Publications of the Department .....	56





# I

## EAST-WEST RELATIONS

During 1960 the most important external problems affecting Canada were those arising from the state of relations between East and West. Canada's involvement in these problems was a result of membership in NATO, direct participation in disarmament negotiations, and activity in the United Nations. Even events in which Canada was not directly involved, such as the abortive summit meeting, affected the country in an immediate way because of its international commitments and activities.

### Failure of the Summit Conference

The failure of the summit conference in May set the pattern of relations between the Communist and Western worlds during 1960. Behind this failure, and behind all the history of East-West relations during the year, were major developments within the Soviet bloc, of which the most important was the Soviet-Chinese dispute. Most of the major international events of the past year have been affected to a greater or lesser extent by this dispute.

At the beginning of the year the Soviet Union was publicly committed to a policy of *détente*—a search for improved relations with the West and solutions to the most serious and dangerous international problems. This policy, although energetically taken up only in the summer of 1959, represented an intensification of the line that had characterized Soviet foreign policy since Mr. Khrushchov's approach to power in 1955. Underlying it may have been a realization of the sterility of Stalin's foreign policy, a growing confidence in the economic strength of the Soviet Union and bloc, and a conviction that a nuclear war would not serve the interests of Communism.

By the beginning of 1960 it was accepted by the great powers that a summit conference would be held during the spring of the year. In preparation for this, it was arranged that Mr. Khrushchov should visit France in April and have conversations with President de Gaulle. He had already met Prime Minister Macmillan in February 1959 and President Eisenhower in September. The visit to France took place in April 1960, by which time the date for the summit conference had been set for May 16.

During the weeks that preceded the conference, two important developments occurred. First, it became clear from public statements made by Soviet and United States leaders that, on the important issues, there was not much hope of agreement. Mr. Khrushchov left little doubt that he did not intend to give much ground, and the Western powers were equally determined not to yield their rights in Berlin or to agree to an inadequately-controlled disarmament programme. More serious, during April a very important Soviet-Chinese disagreement, which had existed privately for a year or more, broke into the open with strongly-worded

articles in the press of both sides. No names were named, but it was clear that when the Chinese denounced "revisionists" they had the Soviet Union in mind and that Soviet attacks on "left sectarians" were aimed directly at the Chinese. This very serious quarrel was concerned with the means by which the non-Communist world should be communized. The Chinese put the emphasis on struggle, including military struggle involving the risk of war, and they insisted that to compromise or improve relations with the capitalist world was a betrayal of Communism. The Russians, on the other hand, convinced that nuclear war would be a disaster and confident in the strength of their economy and in the appeal of their social example, put their emphasis on the possibility of bringing about the defeat of the West by means short of war.

Both factors mentioned above—the improbability of reaching agreement and the Soviet-Chinese quarrel—may have lessened the Soviet Government's enthusiasm for a summit meeting. This is not to say that these two circumstances of themselves were enough to cause them to break up the meeting. The convening of such a meeting had been a consistent aim of Soviet policy for at least two years, and they were almost certainly willing to go ahead with it despite the slim chances of getting their way and despite the disapprobation of the Chinese.

There then occurred events that led the Soviet Government abruptly to reverse its policy: the flight of the U-2 reconnaissance aircraft and the capture of its pilot, the Soviet decision to publicize these occurrences and the United States reaction to the publicity. It is not hard to understand why the Russians reacted sharply to the U-2 incident: they sought to end a system of gathering intelligence that had been of great value to the United States, to brand the United States an "aggressor", and to proclaim the effectiveness of their rocket defences. Official United States acknowledgment of responsibility for the flight and the Presidential justification of it may have finally decided Mr. Khrushchov to break up the summit conference by imposing unacceptable conditions for his attendance.

### After the Summit Failure

The task for Soviet policy after the summit failure was to suspend consideration of the main international problems—the Berlin situation and disarmament—until the breach with the Chinese could be healed at least superficially and until there was a new United States Government. Mr. Khrushchov had, in short, committed himself not to deal with President Eisenhower. At the same time, it was important for the Soviet Union not to appear reluctant to negotiate solutions to these problems. Mr. Khrushchov briskly set about this complicated task. He went direct from Paris, after the summit failure, to East Berlin, where he greatly disappointed his East German hosts by deferring action on the Berlin question. Soon after, in June, he summoned a meeting of Communist parties in Bucharest, where a Congress of the Roumanian Communist Party provided an occasion, and tried to rally world Communist support for his side of the argument with the Chinese. The Chinese refused to budge and, presumably as a direct result of this failure, two days after the end of the Bucharest meeting Mr. Khrushchov withdrew the Soviet-bloc representatives from the ten-power disarmament negotiations in Geneva.



Significantly, he did not suspend the nuclear test talks concurrently proceeding there, thus indicating an intention to reduce to a minimum East-West negotiations without eliminating them entirely.

The U.S.S.R. next turned its attention to the related problems of avoiding blame for what it had done and of dealing with the Chinese. It launched a massive propaganda attack against the United States, culminating in a meeting of the United Nations Security Council (July 22-26), where its representatives tried to have the United States proclaimed an aggressor, and in the elaborate trial of Francis Powers, pilot of the U-2 aircraft (August 17). These measures were designed to fix on the United States the blame for the summit failure. Similarly, although it was evident to everyone that the Soviet-bloc delegates had brought the disarmament negotiation to an end just as it was beginning to promise some progress, Mr. Khrushchov went to the United Nations General Assembly in September (taking with him the leaders of all but one of the other East European Communist parties) for the avowed purpose of denouncing the Western powers for obstructing disarmament, and of making proposals for a spring meeting of the General Assembly, at heads-of-government level, to discuss disarmament.

Thus, by mid-summer the Soviet Union had brought to an end for the time being its efforts to improve general relations with the West and to solve dangerous problems—efforts of which its Chinese allies so strongly disapproved. Significantly, however, it had not brought to an end the day-to-day East-West arrangements that had been developing, such as exchanges of visits, conclusion of trade agreements, improvement of consular relations, and so forth. For example, a Canadian-Soviet trade agreement signed on April 18, 1960, has functioned satisfactorily since then, and the visits of official delegations, as well as private persons, have continued between the two countries. There was good reason to think that the changed Soviet behaviour that characterized the period after May 16 was not to be a permanent feature of Soviet policy but was at least in part conditioned by the Chinese attitude.

### Conference of Communist Parties

In Moscow, during November and December, representatives of every Communist party in the world except the Yugoslav met and for several weeks argued in secrecy the pros and cons of the Soviet and Chinese positions on how the world should be communized. Finally the meeting published a long statement, in some ways the most remarkable document to appear in the Communist world since Stalin's rise to power ended frank discussion of problems among Communists. The document discusses in detail every subject about which the two sides had contended, and it finds a form of words on each of these to which both Russians and Chinese were willing to agree. Yet despite the appearance of unanimity, there is nothing whatever in the document that commits either side in the dispute to changing its present policies. On the one hand the U.S.S.R. has not agreed to give up seeking improved relations with the West, to discontinue its support for certain anti-Communist regimes in the underdeveloped world, or to spread Communism by more militant means. On the other, the Chinese can find in the document ample support for their policy of hostility towards the United States and for their insistence on

"struggle" in communizing the non-Communist world. The existence of the document is important because it gives the Communist alliance at least an appearance of cohesion and unity and, by providing for future consultation as the need arises, it may have the effect of preventing disputes from breaking out again in public. It is too early to say that the document will not affect the policies of either the Soviet Union or China, but both sides are deeply committed to their present courses, which are rooted in the history and revolutionary experience of each.

### After the Moscow Conference

With the unity of the Soviet bloc restored at least superficially and the new United States Administration about to take office, Mr. Khrushchov's two conditions for a resumption of his pre-May course had been met by the end of the year, and there were signs at that time that he would resume his efforts to obtain, on his own terms, a settlement of the Berlin problem and a measure of disarmament. As early as October he had stated that the problem of Berlin and a German peace treaty must be solved by the end of 1961. In Berlin itself Communist harassing tactics were renewed in September (directed this time against the civilian population of West Berlin rather than against the occupying powers), presumably to remind the West of its difficult position in Berlin and of the need to negotiate. Late in December, in a major policy statement, the Soviet Foreign Minister declared that the Soviet Union was prepared to seek better relations with the United States, and he urged again Mr. Khrushchov's earlier proposals for a special high-level meeting of the United Nations General Assembly to discuss disarmament. A few days later, after lengthy negotiations, the Soviet Union renewed its trade agreement with West Germany. Whether or not, given the reluctance of his principal ally and the effect on Western opinion of his recent behaviour, Mr. Khrushchov would be able to return fully to his pre-May course was uncertain at the year's end. That he intended to try seemed probable.

The Soviet role in the Congo crisis can be attributed only in small part to the summit failure and the consequent events outlined above. The date of Congo independence and the unstable political situation in the Congo following independence were unrelated to the events of May. Since coming to power, Mr. Khrushchov has consistently sought by economic and ideological means to increase Soviet influence in the under-developed world and to diminish the influence of the West. The opportunity for political and economic activity presented by the Congo situation was therefore one the U.S.S.R. would not let pass. Even so, the effect of the Congo situation on East-West relations might not have been so serious if a stable central Congolese government had emerged after independence. When, however, the central government disintegrated, the Soviet Union was unable, because of the United Nations presence, to intervene in defense of the faction it considered represented its interests. Instead, its representative in the Congo was ignominiously expelled. The Soviet reaction to this rebuff was a violent attack on the Secretary-General by Mr. Khrushchov and a demand to limit his freedom of action by the substitution of a triumvirate for the office of the Secretary-General.

## Canadian Attitude

The Canadian Government had for some time been convinced of the need for more active negotiation between East and West on dangerous problems, and had urged a flexible approach. Canada also attached importance to careful preparation for high-level negotiation, in order to identify and delimit the problems, to clarify the areas of agreement and disagreement, and to have some reasonable assurance of success. The Canadian Government favoured not one such meeting but a series.

It was recognized by the Government in May that the collapse of the summit meeting was not only a Soviet reaction to Western policies but was to be accounted for in large part by circumstances inside the Soviet bloc. For the same reason, it seemed likely, by the end of the year, that the Soviet Government would make overtures to negotiate major differences between East and West. The Canadian Government's position was that the West, while leaving no doubt that it would defend its vital interests, should at the same time take advantage of the situation by dealing realistically, yet imaginatively and flexibly, with whatever advances the Soviet Union might make.



## II

### CANADA AND THE UNITED NATIONS

At the beginning of 1960 the members of the United Nations could look forward to the coming year with a certain degree of optimism. The organization, reflecting the general state of international relations, had been buoyed up by the improvement in East-West relations particularly. The previous year had concluded with the fourteenth regular session of the General Assembly. This had been one of the most hopeful and constructive sessions in recent years. It had proceeded against the background of Mr. Khrushchov's first visit to the United States, and dealt successfully with a number of contentious issues, made easier by the so-called "spirit of Camp David".

For the time being it appeared that the methods of the "cold war" were at a discount. It was widely believed that, if general disarmament negotiations could be successfully renewed in the spring of 1960 and if this were followed by a successful summit meeting, the United Nations would be able to continue to make progress along the tentative lines laid down at the fourteenth session. Canada naturally shared in this general atmosphere of expectation but the deterioration of East-West relations, following the failure of the summit conference and the breakdown of the disarmament negotiations, provided a gloomy background for the opening of the fifteenth regular session of the General Assembly. Another factor of great significance was the continuing crisis in the Congo. These two developments interacted throughout the second half of the year. They largely determined the outcome of the summer deliberations of the Security Council, of the fourth emergency session of the General Assembly, held in September to deal with the Congo crisis, and of the fifteenth regular session of the General Assembly itself. Toward the end of the year, an additional factor was the effect of the Presidential elections in the United States and the impending change in the Administration.

#### The Congo

The pattern of United Nations efforts to deal with the crisis in the Congo, which developed early in July, was similar to that which had emerged in several recent international crises in which the United Nations had played a major part. The local threat to peace implicit in the Congo crisis was first brought to the attention of the Security Council. Attempts to deal with it there were hampered by the increased tension between the great powers. Nevertheless, the United Nations operations in the Congo were originally initiated through Security Council action that had the support of all the great powers. Subsequently, when the United Nations encountered difficulty in discharging its mandate in the face of an extremely complex local situation, disagreement developed among the great powers and this led to the immobilization of the Security Council. As had happened often in the past, the problem was turned over to the General Assembly. As a result of the decisions of the Security Council and

the General Assembly, however, the United Nations had, by the end of September, succeeded in authorizing the establishment of a United Nations Force for the Congo of almost 20,000 men, supplied largely by African states; the creation of a voluntary fund with a goal of \$100 million to provide emergency support for the civil administration of the Congo; and the provision of a generous measure of technical assistance by the United Nations and the Specialized Agencies.

Throughout the crisis in the Congo the Canadian attitude continued to be one of firm support for the United Nations and for the Secretary-General, who, as the operations developed, came under severe criticism from a number of quarters, but particularly from the Soviet Union. In addition to this political support, the Canadian Government's contribution to the United Nations operations had, by the end of 1960, involved supplying a group of highly qualified technical personnel from the Canadian Armed Services to the United Nations Force, particularly for communications purposes; pledging \$1 million to the special fund for the Congo, subject to Parliamentary approval; and indicating willingness to absorb Canada's share of the costs of the initial airlift for the UN Force, amounting to some \$600,000. With a view to giving further assistance to the United Nations in meeting the serious financial crisis brought on by its responsibilities in the Congo, the Canadian Government also indicated its readiness to make an advance payment of \$1.5 million against its assessment for membership in the organization in 1961.

### Demand for Reorganized Secretariat

Against this background, the fifteenth session of the General Assembly, while one of the most dramatic since the United Nations was founded, was one of the most discouraging and unproductive. From the outset its proceedings were complicated by the need for elaborate security precautions because of the presence of so many heads of government and by the necessity of dealing, frequently in disorderly plenary sessions, with items of business that might have been better disposed of in committee or behind the scenes in the normal way. Furthermore, Soviet frustration over the turn of events in the Congo was instrumental in producing a series of angry attacks by Mr. Khrushchov on the Secretary-General and on the structure of the Secretariat. The Soviet Union expressed a desire to replace the Secretary-General by a committee of three, and it became clear that this idea—which, if put into practice, would result in paralyzing the United Nations—was to be extended to the Secretariat and the Specialized Agencies as well.

Mr. Khrushchov's demands were evidently considered unacceptable by the great majority of members. His arguments were rebutted by the Prime Minister of Canada among others in an important address to the General Assembly on September 26. Nevertheless, there were indications that the Soviet Union intended to persist in its campaign to make sure not only that the capacity of the United Nations for any further effective action in the Congo would be destroyed but, apparently, that the United Nations would from the outset be unable to act effectively to meet any future crisis.

In this atmosphere of deep division and frustration, the Assembly found itself unable to complete its business in the normal way and adjourned on December 20 after a decision to resume work on March 7, 1961. Although it had been expanded towards the close of 1960 by the

addition of 17 new members, mainly from Africa, the organization found itself unable to make progress in any important direction. At the end of the year, the effectiveness and the future of the United Nations operations in the Congo remained in doubt; the organization's working procedures and certain aspects of its basic structure were in need of thoughtful review, particularly in the light of increases in membership; its financial position continued to give cause for grave concern; it had proved unable to take positive action to bring about the resumption of East-West contacts either at the summit or in the field of disarmament; and it had been obliged to adopt the unusual expedient of deferring a good portion of the work of the General Assembly to a resumed session.

While the year ended with the organization facing the prospect of one of the most difficult periods of its history, it also saw a renewed conviction on the part of the vast majority of members that the United Nations is the best hope for peaceful progress. With this encouraging sign, there is reason to be hopeful that the United Nations will overcome its present difficulties.



### III

## DISARMAMENT

The unanimous support the prospective work of the Ten-Nation Committee had received from the United Nations General Assembly in late 1959, taken together with the general atmosphere of *détente* then prevailing in international relations, resulted in considerable confidence that the latest discussions would be more fruitful than their predecessors. At the opening meeting of the Committee on March 15, 1960, the hope was expressed by a number of delegations that the negotiations would proceed in a businesslike way and that concrete results would not be long delayed.

### Ten-Nation Committee

The disarmament discussions begun in March in Geneva constituted the first detailed negotiations on this subject since the summer of 1957. On September 7, 1959, by agreement among the Governments of France, the Soviet Union, the United Kingdom and the United States, the Ten-Nation Committee on Disarmament was established for the purpose of pursuing these negotiations. In addition to those powers, the participants in the Committee included Bulgaria, Canada, Czechoslovakia, Italy, Poland and Roumania.

Negotiations in the Committee began with the consideration of two disarmament plans submitted at the opening meetings—the Soviet plan for general and complete disarmament, which had already been presented to the United Nations General Assembly by Mr. Khrushchov in September 1959, and a plan for comprehensive disarmament put forward by the five Western powers. The first six weeks of the conference were largely occupied with the discussion and clarification of provisions contained in the two plans, with each side setting forth the merits of its proposals and subjecting those of the other side to critical examination. Continued discussion along these lines produced a useful clarification of views and appeared to suggest that there had been some *rapprochement*, at least with respect to the basic aims of disarmament. However, there remained fundamental differences between the two sides, as a result of which it was not possible to reach agreement on a set of basic disarmament principles before the recess in the negotiations at the time of the conference of heads of government in Paris.

Negotiations in the Ten-Nation Committee were resumed after the failure of the summit conference, on June 7. On that date the Soviet representative introduced a new disarmament plan he described as taking into account the views expressed by Western delegations during the first round of the discussions. In commenting on the significance of the new Soviet proposals, the Canadian Representative, Lieutenant-General E.L.M. Burns, referred to the desirability of technical studies of certain aspects of disarmament, provision for which was now included in the Soviet plan. However, these suggestions and similar proposals from other members

of the Western side, which were designed to make a start in areas of disarmament where progress seemed possible, met with an entirely negative response from the Soviet representative. The Soviet position, as it developed during the Committee discussions, appeared to be that the Soviet plan must be accepted in principle if any further progress was to be made.

In an attempt to check the developing deadlock, the Canadian Government instructed its representative to propose a new approach to disarmament whereby segments of this question whose solution would be equally advantageous to both sides might be taken as a series of "balanced concessions" and agreed upon for early implementation. In describing the significance of this approach in the House of Commons on June 15, the Secretary of State for External Affairs spoke as follows:

It is my view that the time has come, perhaps through an examination of equivalent features of new Soviet proposals and the Western proposals, to begin a process of negotiation of balanced concessions. This was the sort of "package" approach to which I referred earlier in the House... I should like to emphasize, however, that by "package" I do not mean that the one side or the other should hold out for its present proposals on an all or nothing basis; the packages I have in mind, as I have tried to explain, are smaller and would contain immediately negotiable provisions of equivalent significance to both sides. The goal would remain general and complete disarmament under effective international control, but it would be accomplished by a stage by stage process, throughout which concessions would be balanced in such a way that neither side would obtain a temporary military superiority.

The initial Soviet reaction to this proposal was unfavourable. Their considered views were never made known, owing to the sudden withdrawal from the Committee of the East European delegations.

On June 27 the Eastern delegations, following the lead of the Soviet Union, announced their decision not to participate further in the work of the Ten-Nation Committee. This action was taken despite the fact that the United States representative had only just returned from Washington with new proposals that he had informed the Soviet representative would be submitted to the Committee within a very few days. In several respects the new United States proposals represented a significant advance toward the position of the Soviet Union. They also incorporated a number of suggestions put forward by members of the Western side and included proposals the Canadian Government saw as necessary to improve and develop the Western position. At the time of the Soviet withdrawal from the Committee, the Western delegations were engaged in consultations about the new United States plan with a view to tabling it in the name of the five Western powers. As a result of the Soviet walkout, they were submitted only by the United States but with the support of the other Western delegations.

With the sudden decision of the Soviet Union to discontinue its participation in the Ten-Nation Committee, the Western powers were faced with the likelihood of a lengthy interruption in disarmament negotiations and a sterile propaganda debate in the General Assembly. Under the circumstances, the Canadian Government considered it imperative to make immediate arrangements for the continued examination of the disarmament question and to provide the impetus needed for a return to detailed negotiations.

## Disarmament Commission

The Canadian Government continued to press for an early meeting of the United Nations Disarmament Commission, a body comprising all members of the General Assembly, which was established for the consideration of disarmament questions. Despite opposition from the Soviet bloc, which argued in favour of a "comprehensive discussion" of disarmament by heads of government at the General Assembly, the majority of members were agreed on the desirability of such a meeting, and the Commission was therefore convened on August 16. Speakers from a large number of states, including all members of the Ten-Nation Committee, were heard during the course of the debate.

The Secretary of State for External Affairs, who headed the Canadian delegation, made it plain that the Ten-Nation Committee had been making some progress—though not with sufficient speed—toward a position that would have brought closer together the views of the two sides. For this reason, he argued, the work of the Committee should not have been interrupted. Emphasizing the importance of a return to negotiations at the earliest possible date, and the important role of the Disarmament Commission in bringing about this result, he spoke as follows at the opening meeting of the Commission:

...it is the firm view of the Canadian Government that in the broad and complex field of disarmament the world is facing a very grave situation. The quickening pace of arms development and establishing of the means of delivering nuclear weapons is producing risks and dangers which demand immediate attention if we are to prevent a catastrophe in the world...

No matter how difficult the task of achieving agreement may appear or how slow progress may seem, there can be no valid reason for not pursuing disarmament negotiations with perseverance and patience. Those countries which have been given and which have accepted responsibility for negotiations, and that of course includes Canada, are bound to continue their search for agreement. World opinion expects no less of them...

In large measure as a result of continued efforts on the part of the Canadian Delegation, a resolution was unanimously adopted by the Disarmament Commission that called for "continued efforts to be made for the earliest possible continuation of international negotiations" on disarmament. Despite this encouraging recommendation, disarmament negotiations remained suspended when the General Assembly convened in December.

## UN General Assembly

Debate in the United Nations General Assembly was characterized from the outset by close attention by all delegations to the question of disarmament. Continuing to believe that an early return to negotiations represented the only chance of progress in disarmament, the Canadian Delegation submitted a draft resolution, together with Norway and Sweden, whose main purpose was to facilitate the realization of this aim. After consultation and discussion with a wide selection of delegations, a revised version of this proposal, co-sponsored by Canada, Chile, Malaya, Norway, Pakistan and Sweden, was introduced in the First (Political) Committee of the General Assembly on December 8.



The revised resolution was designed to incorporate the suggestions of delegations which had been consulted by Canada and its co-sponsors, while at the same time retaining the basic emphasis on the importance of continuity in international discussions of disarmament which had been present in the original draft. To this end the resolution made provision for the Disarmament Commission to play an active part in bringing about the resumption of negotiations, and specifically set forth the Commission's important role in giving guidance to the negotiators once disarmament talks were resumed. In addition, it provided for the establishment of a sub-committee or sub-committees under the Commission that would permit the examination of certain aspects of disarmament to take place in smaller groups, suited to the consideration of the complex problems involved. Support for the Canadian resolution increased during the later weeks of the First Committee discussion of disarmament and the number of states co-sponsoring the proposal was raised to 19 before the end of the debate.

In addition to the Canadian proposal, 12 draft resolutions were submitted by various groups of co-sponsors on a wide range of subjects including disarmament, nuclear tests and related questions. After considerable discussion in the Committee, a procedural decision was eventually taken to vote on only three of the resolutions submitted, two of which dealt with the problem of nuclear tests and the third with the prevention of the further spread of nuclear weapons. It was decided to defer further consideration of the remaining ten resolutions until later.

The Canadian Delegation expressed firm opposition to this procedure on the grounds that it would not contribute to the solution of the disarmament problem and would result only in a further delay in realizing the goal sought by all members of the United Nations. Accordingly, the Delegation proposed that, in addition to the three resolutions already mentioned, there should also be a vote taken on the resolution submitted by Canada and its co-sponsors. In support of this position, the Canadian Representative argued that the proposal was the only one to provide for the establishment of United Nations machinery to carry forward the work begun at the General Assembly.

The Canadian Delegation then submitted a procedural motion proposing that the Canadian resolution be put to a vote. This motion failed to achieve majority support in the Committee when an amendment submitted by the Indian Delegation, the purpose of which was to place the Canadian resolution among those to be deferred for later consideration, was adopted by a vote of 29 in favour and 17 against, with 26 abstentions.

Although this procedural decision did not constitute a rejection of the Canadian resolution itself, it reflected an unwillingness on the part of a number of countries to take further action on disarmament at a time when not all the great powers were prepared to resume discussions of this subject. In the Canadian view this reluctance could only result in further postponing necessary action on disarmament. In expressing his regret at the failure of the Committee to take positive steps to bridge the gap in disarmament discussions that would now be brought about by the General Assembly recess, the Secretary of State for External Affairs spoke as follows in the House of Commons on December 20:

The unfortunate feature is that for the next two and a half or perhaps three months nothing will be done about disarmament. The

nuclear weapons race will go on, and more destructive weapons will be invented. The whole disarmament issue will be dormant for that time, just as it has been dormant since June 27. I think perhaps some of the other nations do not feel the urgency about disarmament that we do. They hang back, therefore, waiting for the nuclear powers to make a move. In any event, it is difficult to get action in the United Nations. However, I would hope members of the House will not be impatient. As I have said, our resolutions will be up again in March...

Canada has been doing the best she can to get some action on this question of disarmament and I assure you... we shall continue to do that.

In the voting on the three resolutions mentioned above, the Canadian Delegation supported the proposal sponsored by Ireland and four other states that called for a permanent international agreement to prevent the further spread of nuclear weapons, and for "temporary and voluntary" measures directed towards this end pending the achievement of permanent agreement. This resolution was adopted at a plenary session of the General Assembly on December 20 by the vote of 68 in favour, none against, with 26 abstentions (five delegations were absent).

In explaining this vote in the First Committee, the Canadian Representative, Mr. Wallace Nesbitt, stated that Canada firmly supported efforts to reach agreement on a comprehensive system of disarmament that would deal effectively with the problem of nuclear weapons. The Canadian Delegation had therefore been happy to see the emphasis placed in this resolution on the necessity of achieving permanent agreement. The Delegation had also supported the temporary measures provided for in the resolution because, although they were less satisfactory, Canada wished to do everything possible to limit the spread of these weapons. Nonetheless, he concluded:

...if no steps are taken toward disarmament—if, indeed, we do not have even a beginning to serious negotiations on this subject—no country will be content to sit by in the hope that goodwill alone will prevent the widespread dissemination of the weapons. For our part, I must say quite clearly that Canada would not be able to accept this state of affairs for very long. We have worked and we will continue to work with every resource at our command to achieve an agreement on disarmament which would include provisions to deal with the frightening problem of nuclear weapons. If, however, there is no significant progress in this field in the immediate future, we will reconsider our position on the temporary measures which are proposed in this resolution.

In accordance with the Government's continuing support for an agreement on the cessation of nuclear tests and the prohibition of further testing while negotiations were in progress, the Canadian Delegation also voted in favour of both resolutions submitted on this subject. For purposes of voting at the plenary session of the General Assembly on December 20 the two proposals were brought together as parts A and B of one resolution. Part A, which was directed exclusively to the states conducting the negotiations in Geneva, was adopted by a vote of 89 in favour and none against, with 4 abstentions. Part B, which was somewhat wider in its application, was adopted by a vote of 83 in favour and none against, with 11 abstentions.

### Conclusion

Negotiations in the Ten-Nation Committee, while falling far short of the achievements expected of them, were able to some extent to close the gap between the positions of the two sides, at least on certain questions of principle. Furthermore, although Canada and like-minded countries did not succeed in bringing about a resumption of disarmament discussions, they made plain the views of many states as to the overriding importance of patient, detailed negotiations on this subject. Finally, while it must now be expected that there will be a further delay before the detailed consideration of disarmament is resumed, the wide support accorded by members of the United Nations to the substance of the Canadian proposal provides some hope for the establishment of practical machinery within the United Nations that will improve the chances of further progress on this important question during 1961.



## IV

### UNITED NATIONS IN THE MIDDLE EAST

During most of 1960 the Middle East was relatively quiet. Unfortunately the comparative absence of major incidents was not accompanied by any substantial measure of progress toward resolving the basic problems of the area, which constitute a continuing menace to peace and stability. Both in Arab-Israeli affairs and in inter-Arab relations, there were disruptive outbursts to serve as reminders that the present degree of tranquillity rests on a very delicate balance, and could be shattered by untoward developments, accidental or deliberate. On those occasions during the past year when violence seemed nearest the surface, the restraining influence of United Nations agencies, as in previous years, played a significant role in promoting relaxation of tensions. It has been primarily in support of these United Nations efforts that the Canadian Government has sought to contribute to the present security of the region and, thereby, to the prospect of lasting solutions to its fundamental problems.

With the exception of a dangerous flare-up last February in a demilitarized zone on the frontier between Israel and Syria, the differences between Israel and its Arab neighbours produced little open violence during the year. The incident, which occurred at Tawafiq, involved casualties on both sides; but more disturbing were the tensions it created all along the borders between Israel and the United Arab Republic. In this incident, as in so many similar situations in the past, the presence of members of the United Nations Truce Supervision Organization in the troubled area unquestionably played a vital part in bringing the violence to an end and preventing the spread of hostilities. Nearly half the Organization's strength of some 100 officers is maintained along this recurrently disturbed frontier; and several of the officers Canada contributes to the truce supervision body participated in the efforts to halt the fighting at Tawafiq.

At the same time, the presence of the UN Emergency Force on the Egyptian side of Israel's border with the southern region of the United Arab Republic may be regarded as a substantial factor in limiting the spread of the tensions that derived from the incident on the northern sector. Canada contributes about 950 of the 5000 men who make up this force. It should perhaps be emphasized that the importance of having United Nations observers or forces in the tense border areas lies not only in their function as a sort of buffer between the parties but also in the element of reassurance which the United Nations presence on the scene provides for both sides, mitigating to some extent the mutual apprehensions and suspicions which have so often contributed to open hostilities.

While actual border conflict between Israel and the adjoining Arab States was limited during 1960, no apparent progress was made toward resolving the Palestine problem, around which Arab-Israeli differences

revolve. More than one million Palestinian refugees continue to look to the United Nations Relief and Works Agency for subsistence. Canada's interest in the welfare of these unfortunate people is demonstrated by its continuing support for the work of the Agency, not only through basic relief but also in the field of rehabilitation. A particularly encouraging development in this respect has been the formulation by the Director of UNRWA of an expanded educational and vocational training programme, which will involve the improvement of facilities for elementary and secondary education for refugee youth, and the opening during the next two years of six new vocational training centres. When these new institutions become fully operative, the UNRWA vocational training programme will turn out about 2500 graduates a year, compared to about 500 at present. In addition to providing opportunities for an increased number of young refugees to develop their latent talents, this programme will make an important contribution toward meeting the need for skilled personnel in a region where rapid technological progress is taking place. The Canadian Government, by a special contribution of \$1-million worth of flour to UNRWA, has made possible the release of an equal amount for the construction of two of the new vocational-training schools. (This special grant was in addition to Canada's annual cash contribution of \$500,000 to the UNRWA budget, and the gift of \$1.5-million worth of flour donated by this country each year since 1957.)

The pattern of tensions in the Middle East arising out of Arab-Israeli differences is further complicated by disputes among Arab states. A grave deterioration of relations between Jordan and the United Arab Republic followed the death on September 26 of the Jordanian Prime Minister, in a bomb explosion in Amman. The tension continued for several months after the incidents, and was reflected in violent propaganda exchanges. This series of events demonstrated again the usefulness of maintaining in Amman the United Nations office popularly known as the Spinelli Mission. It fulfilled an important function, as in previous periods of extreme tension, in keeping the Secretary-General of the United Nations fully informed about developments, and in counselling moderation to the parties concerned. A more encouraging event in the field of inter-Arab relations was the decision announced by Jordan at the beginning of October to recognize the present Government of Iraq, which has restored some measure of contact between these neighbouring states.

## V

### INTERNATIONAL SUPERVISORY COMMISSIONS IN INDOCHINA

In addition to its international commitments for the United Nations, Canada continued to serve on the International Commissions in Vietnam and Cambodia set up as a result of the Geneva Conference in 1954.

#### Vietnam and Cambodia

In Vietnam no progress was made towards the political settlement envisaged in the final declaration of the Geneva Conference. The country remained divided with no immediate hope of reunification. As a result, there is no prospect of an early termination of the Commission's activities in Vietnam.

The Commission in Cambodia continued its limited activities in 1960. Canada believed that the Commission had completed the tasks assigned to it. However, the Government of Cambodia considered that it still performed a useful purpose in guaranteeing Cambodia's independence and integrity and indicated it wished the Commission to remain.

#### Laos

The situation in Laos had given promise of returning to some measure of stability following the critical period in September 1959 when the Laotian Government had appealed to the Security Council, claiming aggression from North Vietnam. It became critical again in August 1960 when a *coup d'état* in Vientiane overthrew the Government and brought to power a moderate Government led by Prince Souvanna Phouma which pledged to end the civil war and reintegrate the Communist-dominated Pathet Lao into the national community.

Souvanna Phouma was not, however, able to extend his authority throughout the country. He was opposed in particular by a Revolutionary Committee established at Savannakhet in Southern Laos under the leadership of General Phoumi, a former Minister of Defence, and Prince Boun Oum. The Revolutionary Committee gradually extended its hold over the army as the Vientiane Government's negotiations with the Pathet Lao progressed, until in December it was able to challenge the Government by military means. Souvanna Phouma left Vientiane for Phnom Penh on December 9; Vientiane was taken by the Revolutionary Committee forces in the following days; and a new Government, headed by Boun Oum as Prime Minister, was established.

The new flare-up of civil war in Laos led to suggestions to recall the International Commission for Supervision and Control in Laos, composed of Indian, Polish and Canadian members. The Commission, which had originally been established in 1954 to supervise the implementation of the cease-fire agreement for Laos, was adjourned *sine die* in July 1958. A



political settlement had been arrived at between the Royal Laotian Government and the Pathet Lao, and supplementary elections had been held in which the political party formed to succeed the Pathet Lao had participated. On the ground that the Commission's tasks had been completed, the Laotian Government had requested its withdrawal. It was the view of Canada that since the Commission itself recognized that the task assigned to it by the Geneva Conference had been fulfilled, it should accede to this request.

Regarding suggestions for the possible return of the Commission to Laos made at the end of 1960, it was the Canadian view that the breakdown of the political settlement of 1957-58 and the outbreak of civil war had created a new situation. The task originally assigned to the Commission was to supervise and control the application of a cease-fire agreement negotiated at the Geneva Conference in 1954. There was no question of the Commission itself bringing about a cease fire. In the changed circumstances, and with terms of reference no longer wholly appropriate, the Commission would have great difficulty in performing any useful function under conditions that were substantially different from those existing when it was first established. While fully in sympathy with the desire to take action quickly in a critical situation, Canada sought to ensure that the means adopted would be those that would give the best promise of success in the new situation.

## VI

### NATO AND DEFENCE

#### Canada and NATO

Until the United Nations is capable of ensuring world peace and security, Canada regards its membership in the North Atlantic Treaty Organization as necessary and natural. The continued presence of Canadian air and land forces in Europe, coupled with active participation in the work of the North Atlantic Council, reflects Canada's firm support for NATO and its objectives. In addition, Canada's naval forces in the North Atlantic remain ready to assume responsibilities under the Supreme Allied Commander Atlantic should the need arise.

The regular spring meeting of the NATO foreign ministers was convened in Istanbul early in May. It was concerned primarily with the preparation of the position the three Western negotiating powers might adopt at the expected summit conference with the Soviet Union in Paris. The main subjects for consideration were disarmament, Germany and Berlin, and East-West relations.

Following a special meeting on May 1 of the foreign ministers of Canada and the other four Western members of the Ten-Nation Disarmament Committee, their reports were considered by the Council and general agreement was reached on the need to pursue the aim of general and complete disarmament by stages under effective international control.

On the problems of Germany and Berlin the NATO ministers endorsed the approach that the three negotiating powers planned to use at the summit. The Council also reaffirmed publicly its view that the solution of the problem of Germany could only be found in reunification on the basis of self-determination; it recalled its declaration of December 16, 1958, and once again expressed the determination of NATO members to protect the freedom of the people of West Berlin.

A broad range of subjects was covered under the heading of East-West relations. One important conclusion was that NATO members expressed their desire to obtain a true international *détente*; the alliance could not be satisfied with a formula of "peaceful coexistence" under cover of which attacks continued to be made on individual members. It was agreed that the efforts of Soviet propaganda to discredit the Federal Republic of Germany and the governments of certain other NATO countries were inimical to the alliance as a whole and inconsistent with a real improvement of international relations.

The 1960 annual ministerial meeting, which convened in Paris from December 16 to 18, covered many of the same questions in the light of the summit failure. Its central issues, however, were related to the NATO defence effort and long-term planning.

After reviewing the situation following the collapse of the summit meeting, the ministers reaffirmed their determination to work for an improvement in international relations, their conception of true peaceful coexistence and the principles guiding the Western position on Germany

and Berlin. Canada urged steady Western policies in the face of expected oscillations on the Communist side and the avoidance of too much rigidity in reacting to Soviet proposals. On disarmament, the ministers deplored the lack of progress caused by the Communist walkout from the Ten-Nation Committee before even examining the Western proposals. They underlined their support for the principles contained in those proposals and expressed hope for the early resumption of negotiations.

On defence, the ministers reviewed the present state of the collective defence effort and the problems involved in modernizing the NATO shield forces. There was general agreement that, in the face of growing Communist military strength, NATO members must be able to respond to any attack with whatever force might be appropriate. In particular, attention was drawn to the need to maintain a proper balance between the conventional and nuclear military strength of the alliance, in order to provide the required flexibility of response to any aggression.

Important suggestions concerning NATO nuclear policy were put forward for discussion by the United States. One of these constituted a guarantee by the United States Government to maintain in the NATO area nuclear weapons made available to NATO. This was welcomed by all the ministers as an expression of United States intentions not to withdraw nuclear weapons already in Europe in accordance with agreed NATO plans. The United States delegation also put forward the novel idea of a multilateral MRBM force involving joint participation and financing by NATO members. A related suggestion, also advanced for discussion as part of the conception, involved the movement to European waters of five submarines equipped with Polaris missiles. Following the presentation of these suggestions to the Council, the ministers immediately acknowledged that such a conception involved complex political, economic and financial considerations. Accordingly, they noted the suggestions with great interest and instructed the Permanent Council to study them and related matters in detail. On the political aspects of long-term planning there was general agreement that the object of consultation on problems directly related to the area covered by the North Atlantic Treaty is to obtain as wide a measure of agreement as possible and preferably a common position. Concerning consultation on other questions, most members, including Canada, supported the view that the purpose of such consultation should be to enable member countries to make one another aware of attitudes and preoccupations before firm national positions are taken. During the discussion, Canada took the lead in stressing the importance of presenting a good image of the alliance, especially in the eyes of newly-independent United Nations members, and the disadvantages of NATO members attempting to act as a bloc at the United Nations. The Canadian delegation urged the adoption by NATO members of a positive attitude towards the United Nations as the main world forum reflecting accurately the world we live in.

On the economic aspects of long-term planning, the ministers discussed NATO's role and the importance to be attached to the Organization for Economic Co-operation and Development as an association that would permit practical implementation of many of the principles of Atlantic economic co-operation set out in Article II of the North Atlantic Treaty. Canada endorsed the general view that NATO had a special role to play in respect of economic problems directly related to the common defence effort and in developing the political will necessary to counter those



Soviet economic initiatives that were essentially political in aim and motive. Canada emphasized, however, that the implementation of national policies must be effected through functional economic organizations specially designed for the task, e.g. the OECD. Ministers also stressed the importance of stimulating the sound economic growth of the less-favoured members of the alliance and the special responsibilities of NATO countries to provide through competent economic organizations aid to the under-developed countries of the free world.

### Heads-of-Government Conference

For some time NATO members have been aware of the need to reappraise NATO policies. On a number of occasions during the year the Prime Minister publicly advocated the holding of a conference at heads-of-government level as soon as possible. A suggestion to this effect was made by the Secretary of State for External Affairs at the December meeting in the hope that a conference at the highest level might be arranged in 1961. After Mr. Herter had explained that he could not commit the incoming Administration, it was agreed that this suggestion would be considered further in the Permanent Council in the light of developments in the new year. The ministers also agreed to accept the Norwegian Government's invitation to hold the annual spring meeting of NATO foreign ministers in Oslo in May 1961.

### North American Defence

North America is part of the North Atlantic Treaty area and under NATO the Governments of Canada and the United States share responsibility for the defence of the region. The various co-operative measures which have been taken to improve the defences of the continent contribute to the greater strength of collective security within the broader framework of NATO.

During the past year, co-operation in this field with the United States has continued to be close and mutually beneficial. The consultative machinery built up over a period of years has continued to operate effectively.

The third meeting of the Canada-United States Committee on Joint Defence was held at Montebello, Quebec, on July 12 and 13. This Committee was established as a result of discussions in July 1958 between the Prime Minister and President Eisenhower to enable both governments to consult periodically at the ministerial level on matters affecting the joint defence effort and to review not only the military but also the political and economic aspects of joint defence problems. At Montebello, the Committee discussed a broad range of recent international developments of interest and concern to the two governments. It reviewed the position concerning the negotiations on immediate and complete general disarmament under an effective system of control and agreed that efforts for the resumption of meaningful negotiations must be continued. The members were further in accord that, pending agreement on a plan for general and controlled disarmament, there could be no relaxation of defence measures. Progress achieved on co-operative measures to improve the defences of North America was reviewed as was the progress of the defence-production sharing programme. This concept was reaffirmed as one in the best interests of each country and the Committee discussed further steps which might be taken to ensure a greater measure of co-operation.

## Nuclear Weapons and Disarmament

The Government's position on the relation between nuclear-weapons policy on the one hand and disarmament on the other was defined in the following terms by the Prime Minister in a speech before the Canadian Club of Ottawa on November 24:

We have taken the stand that no decision will be required while progress towards disarmament continues. To do otherwise would be inconsistent. When and if such weapons are required, then we shall have to take the responsibility. The future of Canadians requires that we make that decision which, in the light of the best information we have, represents the maximum security for our country. We have made it equally clear that we shall not, in any event, consider nuclear weapons until, as a sovereign nation, we have equality in control—a joint control. In other words this problem is not one requiring immediate decision.

The course to be taken will be determined in the light of what happens in connection with disarmament and in the light of events as they transpire and develop in the months ahead.

## VII

### THE COMMONWEALTH

Whereas in NATO Canada is associated with a group of nations situated in a restricted geographical area and having similar Western orientations, in the Commonwealth Canada finds itself in a grouping that spans civilizations and cultures from every continent. Indeed, the main significance of the Commonwealth lies in its role as a link between nations of great diversity in origin, geographical location and interests. The Prime Minister of Malaya referred to this characteristic during his visit to Canada in October of 1960. "Though the peoples of Malaya and Canada are thousands of miles apart in distance, and completely different in race, religion and colour," he stated, "yet our countries share a mutual understanding of the ties which link our lands and our peoples in friendship as members of this association we cherish. I and my people have great faith in the fellowship of the Commonwealth as a unifying force in the world torn by conflict between opposing aims and ideas."

The value of the Commonwealth as an agency for the long-run as well as the short-run promotion of international understanding has received greater recognition as its membership has expanded. The United Nations, of course, fulfills this same function on a virtually universal basis, but the Commonwealth has special advantages for the establishment of good relations among a smaller and more intimately connected group of nations.

Many of the questions which will loom largest in the councils of the Commonwealth in the years ahead arise from the dramatic developments taking place in Africa. The United Kingdom's association with Africa has already resulted in the inclusion of two new sovereign member states in the Commonwealth and it can be expected that this process will continue.

The entry of Nigeria into membership in the Commonwealth on achieving independence on October 1 is a continuation of the process that began with the entry of Ghana into the Commonwealth on March 6, 1957. As Prime Minister Macmillan said in an address to the South African Parliament on February 3:

Today, the same thing is happening in Africa. The most striking of all the impressions I have formed since I left London a month ago is of the strength of this African national consciousness. In different cases it may take different forms but it is happening everywhere. The wind of change is blowing through the continent. Whether we like it or not, this growth of national consciousness is a political fact. We must all accept it as a fact. Our national policies must take account of it.

#### Commonwealth Membership

At the conclusion of the meetings of Commonwealth prime ministers which took place in May 1960, the Commonwealth leaders paid particular attention in their *communiqué* to the questions that were expected to arise in the future with respect to membership in the Commonwealth. They took the following decision: "The ministers reviewed the constitutional development of the Commonwealth, with particular reference



to the future of the smaller dependent territories. They agreed that a detailed study of this subject should be made for consideration by Commonwealth governments." Accordingly, a meeting of senior officials was held near London, beginning July 17. In response to a question concerning it, Prime Minister Diefenbaker made the following comments in the House of Commons on July 23, 1960:

The reason for this committee of experts on the problems of the Commonwealth being set up is to canvass all the possibilities and review the potentialities of the future, to the end that the Commonwealth may not find itself stifled by anything in the nature of rules or regulations; so there may be preserved that informality which is so necessary if we are to maintain the Commonwealth as we know it today. Without pacts, without agreements, without rules, we yet manage to bring about a general adherence to the maintenance of freedom everywhere in the world. To this end the committee now meeting near London has been set up. I do not think any of the nations represented there have made formal suggestions or recommendations. This whole field is being canvassed, and out of the general discussions of these officials representing various parts of the Commonwealth will come, we hope, something in the nature of particular suggestions which may form a basis for the determination of the future of the Commonwealth.

The transformation of the Commonwealth which will doubtless take place in the future as the trends established in 1960 and, of course, earlier, continue, will involve an extension of Commonwealth membership far beyond its present limits, opening corresponding possibilities for increased usefulness and value to the association. As the Governor-General of Nigeria, Dr. Nnamdi Azikiwe, stated at his inauguration on November 16, 1960, "... the Commonwealth has evolved from an association of colonial territories settled mainly by persons of European descent to a multi-racial and multi-national community, which has no ties, no commitments, no obligations, no trace of imperial control or subordinate colonial status."

During 1960 it became clear that the process of constitutional development within the individual members of the Commonwealth involved a variety of governmental methods. Mr. Diefenbaker, commenting on this development, made the following statement to the Second Commonwealth and Empire Law Conference on September 19: "As the Commonwealth, we will have to adapt our institutions and our relationships; we will all have to be tolerant of differences. We will have to face the fact that the varied individual circumstances of the member nations of the Commonwealth may well mean that they will be compelled to adopt a variety of policies to deal with those circumstances." Elsewhere in this same address Mr. Diefenbaker commented that "a representative democracy cannot be applied in the same manner and degree in all Commonwealth countries." However, he noted further that "an overriding ideology is patent within the Commonwealth. It is inconceivable that any member of the Commonwealth could be fully totalitarian in spirit. Traditional and accepted value are too strong."

### Multi-Racial Commonwealth

There was considerable discussion in 1960 of the position of the Union of South Africa in the Commonwealth. At the meeting of the Commonwealth prime ministers in May, the matter took on a special

urgency, in part because of the race riots at Sharpeville and in part because of the consideration being given by the South African Government to a referendum on the question of becoming a republic.

The prime ministers, while acknowledging that "the choice between a monarchy and a republic was entirely the responsibility of the country concerned", considered the procedure whereby, if South Africa adopted a republican form of government, it might continue in the Commonwealth and stated in their *communiqué* of May 13:

In the event of South Africa deciding to become a republic and if the desire was subsequently expressed to remain a member of the Commonwealth, the meeting suggested that the South African Government should then ask for the consent of the other Commonwealth Governments either at a meeting of the Commonwealth prime ministers or, if this were not practicable, by correspondence.

In concluding the *communiqué*, the ministers "emphasized that the Commonwealth itself is a multi-racial association and expressed the need to ensure good relations between all member states and peoples of the Commonwealth." It had long been understood that all Commonwealth members were equal in status within the association. The *communiqué* could be interpreted to mean that the principle of equality of peoples within states was now recognized as an aspiration of the Commonwealth. As Mr. Diefenbaker stated on May 16 in the House of Commons, "... in Canada there is no sympathy for policies of racial discrimination, on whatever grounds they may be explained, and ... such policies are basically incompatible with the multi-racial nature of the Commonwealth association."

The Parliament of Canada adopted on August 10, 1960, an Act for the Recognition and Protection of Human Rights and Fundamental Freedoms. Concerning the significance of this act for the Commonwealth, Mr. Diefenbaker made the following statement in his speech of September 19:

Under the Bill of Rights it is recognized and declared that, in Canada, basic rights and freedoms have existed and shall continue to exist without discrimination by reason of race, national origin, colour, religion or sex. The Rule of Law means equality of all without regard to race or colour under Law. Can the Commonwealth stand for less?

### Practical Co-operation

During 1960 a number of important decisions were taken for the organization of new programmes of Commonwealth co-operation. As envisaged in the *communiqué* issued at the close of the Commonwealth prime ministers' meetings in May 1960, an economic aid programme for Africa has been initiated, to be called the Special Commonwealth African Assistance Programme. In addition, great progress has been made in implementing the recommendations of the Commonwealth Education Conference held at Oxford in July 1959. Programmes of teacher training, arrangements for scholarships and fellowships, the supply of teachers and assistance to technical education all have gone forward. At the end of the year, 101 citizens of Commonwealth countries were in Canada under this Commonwealth Scholarship and Fellowship Plan, and the total number in Canada will be more than doubled by the end of 1962. A second Commonwealth education conference is now scheduled for India in 1961. These programmes have arisen following the initiatives taken at the Montreal Trade and Economic Conference of September 1958.



There are, of course, a great many specific subjects on which Commonwealth co-operation has developed. For example, a Commonwealth Agricultural Bureaux Review Conference was held in London from August 24 to September 30, 1960, and the British Commonwealth Scientific Committee met in July. The Commonwealth Economic Council, whose existence dates from 1925, has been effective and useful as a research and information centre. Its functions were enlarged and its organization made more permanent during 1960. There are, besides, a Commonwealth Shipping Committee, a programme for Commonwealth biological control stations—indeed a very large number of other Commonwealth institutions. All those operating in the economic field were brought together under the Commonwealth Economic Consultative Council set up in 1958 by the Trade and Economic Conference held in Montreal. Commonwealth countries are planning a round-the-world Commonwealth cable, and important progress has been made towards Commonwealth co-operation in the fields of civil aviation and aeronautical research. Many Commonwealth governments act for others in consular matters and in other ways.

### Commonwealth Consultation

Throughout the world Commonwealth consultation is continuously occurring. The series of consultations involves not only formal exchanges at such international meeting places as the United Nations and the annual meetings of the Consultative Committee of the Colombo Plan but also continuing informal exchanges among the representatives of Commonwealth countries on every conceivable subject. It is one of the great benefits of the Commonwealth association that the political leaders and the officials of Commonwealth countries are almost invariably able to establish close, friendly and useful relations with their Commonwealth colleagues wherever and whenever they meet.

It is, of course, at the meetings of Commonwealth prime ministers that this consultation is of the greatest value. Recently, when announcing in the House of Commons that a Commonwealth prime ministers' meeting would be held in London beginning March 8, 1961, Mr. Diefenbaker said: "In the past I have stressed the usefulness of frequent and if possible annual meetings with Commonwealth prime ministers. In view of the important international and Commonwealth subjects which will be discussed, I am sure the House will agree that a meeting in March will be timely and significant and, I trust, beneficial to all members of the Commonwealth."

### Economic Aspects

The emergence of the European trading communities has created serious problems for the countries of the Commonwealth. In their *communiqué* of May 13 the Commonwealth prime ministers expressed the hope that the countries of Europe "... would follow trade policies in accordance with the principles of the General Agreement on Tariffs and Trade, and thus avoid damage to the economies of the primary producing countries and those that are also developing exports of manufactured goods. In addition, European countries have an important contribution to make in assisting the economic development of the less advanced countries. The ministers hoped that these problems could be speedily and satisfactorily resolved, with due regard to the interests of countries outside Europe."



## VIII

### LATIN AMERICA

In pursuance of the Government's announced policy of further improving the good relations which exist between Canada and the Latin American nations, the Prime Minister became in 1960 the first Canadian Head of Government to visit a Latin American country. Accompanied by Mrs. Diefenbaker, he paid a state visit to Mexico from April 21 to 24 as guest of President Lopez Mateos who six months earlier had been the first Mexican Head of State to visit Canada. During his visit to Mexico the Prime Minister was admitted to membership in the 200-year-old *Ilustre Y Nacional Colegio de Abogados*, the first non-Mexican ever granted this distinction.

Another official visit to Mexico took place in September, when Mr. Pierre Sévigny, Associate Minister of the Department of National Defence, represented Canada at the ceremonies marking the 150th anniversary of Mexican independence, September 12-17.

In May the Secretary of State for External Affairs was Canada's official representative at the celebrations in Buenos Aires commemorating Argentina's 150th anniversary. He afterwards spent a few days in Chile and Peru, with brief stopovers *en route* in Brazil and Mexico. As he later informed the House of Commons, in all these countries he found great friendliness and much interest in Canada. While in Buenos Aires, the Minister invited President Frondizi of Argentina to visit Canada.

Mr. Green arrived in Santiago shortly after the disastrous earthquakes which struck the southern part of Chile. He obtained from official Chilean sources an assessment of the damage, and, on the basis of this information, the Canadian Government forthwith took steps to aid the distressed country. A gift of 9,832 tons of flour and 1,000,000 pounds of canned meat was sent to Chile. In addition, approximately \$25,000 for medical and other supplies was donated from the International Relief Fund, which is administered by the Canadian Red Cross in consultation with the Department of External Affairs. Five RCAF "North Star" aircraft were quickly put into operation in carrying medical and food supplies, together with field-hospital equipment, and a total of 46,300 pounds of freight were transported to Chile in this way by June 3. Following their arrival in Chile, the RCAF planes operated a shuttle service to the stricken areas. President Allsanders of Chile afterwards wrote to the Prime Minister expressing the gratitude of the Chilean people for this assistance.

In October Canada became a member of the Pan-American Institute of Geography and History. Canada is already a member of the Inter-American Statistical Institute and the Inter-American Radio Office; Canadian observers have also attended meetings of a number of other Inter-American organizations. Furthermore, Mr. Green announced in Parliament in May that the Government planned to send an observer to the next Inter-American Conference to be held in Quito, Ecuador, in the spring of 1961.

On July 15 the Secretary of State for External Affairs indicated that it might be that the time had come for Canada to consider joining the Organization of American States. "I think it would be a step forward", he stated, "but it is of sufficient importance to warrant some time being given for consideration of the matter by the Canadian people".

Canada and Ecuador have agreed to establish diplomatic relations. The Canadian Ambassador in Bogota will be accredited to Quito, and a Chargé d'Affaires will be in charge of the Embassy in Quito during the absence of the Ambassador. Ecuador is appointing an Ambassador to Ottawa.

### Cuba

The Canadian Government watched with growing concern the tense situation that developed in the Caribbean area largely as a result of rapid and fundamental changes in Cuban domestic and foreign policies. In a statement in the House of Commons on December 12 concerning trade relations with Cuba, the Prime Minister said that it was the Canadian Government's wish to maintain with Cuba, consistent with Canada's relations with other countries, the kind of relations usual with the recognized government of another country. No export permits were issued for the export to Cuba of arms, munitions and goods classified as strategic. To prevent what would have amounted to the bootlegging of goods of United States origin to Cuba as a result of the United States embargo against that country, no export permits were issued by the Canadian authorities for the re-export from Canada to Cuba of goods of United States origin which that country would not have allowed to be shipped directly. Within these limits, the Prime Minister stated that there could be no valid objection to trade with Cuba as with other countries and that individual businessmen concerned would have to make their own judgments on the prospects for trade possibilities. He also expressed the hope that, in so far as mutually beneficial relations were maintained or developed, conditions in Cuba might be eased and the general relations of Western countries with Cuba might be promoted.

## IX

### ECONOMIC AFFAIRS

As the year 1960 ran its course, the world industrial expansion that had started in 1958 began to slow down. Canadian exports rose in keeping with a general North American pattern, although there was still a large deficit on current account. Considerable attention was also focused on the outflow of gold from the United States. In Europe, where the boom started later, it has levelled off more slowly and during the past 18 months there has also been a massive increase in intra-OEEC trade.

#### New Economic Groupings

The development of new trade and economic groupings, which had begun in Europe with the signing of the Rome Treaties in 1957 and the Stockholm Convention in 1959, gathered a momentum that made the year one of the turning-points in the post-war economic history of Europe. In Latin America, too, there was an important further step toward regional integration when Argentina, Brazil, Chile, Mexico, Paraguay, Peru, and Uruguay, on February 18, 1960, signed a treaty establishing among themselves a Latin American Free Trade Association (LAFTA). The treaty has already been ratified by four of the signatories and will probably be implemented early in 1961.

The growth of regional economic groupings such as these, if they were based on inward-looking and restrictive trading policies, could create serious problems for countries like Canada. It has therefore been the policy of the Canadian Government to urge at all appropriate times that the participants, in their interests as well as our own, should not overlook the importance of pursuing policies consistent with the wider obligations of world multilateral trade.

In Europe, the seven members (Austria, Denmark, Norway, Portugal, Sweden, Switzerland and the United Kingdom) of the European Free Trade Area (EFTA) concluded the ratification of the Stockholm Convention early in 1960, established the EFTA Council in Geneva and took the first steps in the removal of internal trade barriers, notably a 20 per cent reduction in the internal tariffs of the area. By October, when the EFTA Council of Ministers held its third meeting in Berne, it was becoming clear that the EFTA, born of the 1958 failure of negotiations for a general European Free Trade Area and established with the goal of bringing its members and those of the European Economic Community (EEC) into a single trading arrangement, had a life of its own and was a going concern. Finland, which wished to be associated with the EFTA, met with objections from the Soviet Union that it was able to overcome only at the price of a trade agreement with the U.S.S.R. which raised important issues for its future EFTA partners and for their partners in the General Agreement on Tariffs and Trade (GATT).



The six members of the European Economic Community (EEC), which are Belgium, France, Germany, Italy, Luxembourg and the Netherlands, took the far-reaching decision at their ministerial meeting in May to accelerate the timetable laid down by the Treaty of Rome for the formation of their customs union. Internal tariff levels have been reduced during 1960 by 20 per cent instead of 10 per cent (bringing the total reductions thus far to 30 per cent) and proposals have been put forward to achieve a 50 per cent internal tariff cut by the end of 1961 instead of the 30 per cent provided for in the Treaty. The Six also agreed to take, before the end of the year, their first step toward a common external tariff, and they have embarked on the planning of a common agricultural policy. A start was also made on negotiations to associate Greece and Turkey with the EEC, those with Greece being close to a conclusion by the end of the year. Canada, a number of other countries and the EFTA accredited diplomatic representatives to the EEC, which was also represented at important international gatherings in its own right and thus developed a distinct international personality.

The acceleration of the EEC's timetable, and, in particular, the early move of The Six towards a common external tariff, added urgency to the problems of trade discrimination between the two European trading groups and, for countries outside as well as inside Europe, the problem of maintaining adequate access to the EEC market for their exports.

Concern about these issues led Canada and the United States to take a number of initiatives at a conference convened in Paris in January 1960, as a result of a decision taken by the Western Big Four in December 1959. It was agreed at this conference that all members of the Organization for European Economic Co-operation (OEEC), together with Canada and the United States, should form a special committee (the "Paris Committee") to examine the problems of the economic split in Europe. It was also agreed that the OEEC should be reorganized and a Development Assistance Group created for discussion of economic assistance problems among donor countries.

The work of the "Paris Committee" underlined the problem of trade discrimination between The Six and The Seven resulting from their separate tariff moves and also the problems created for the North American and other supplying countries. At the meetings, Canada emphasized the importance it attached to the adoption by the EEC of a common tariff that would provide outside suppliers with adequate access to the common market. Earlier the EEC had offered to reduce the proposed level of its common external tariff by 20 per cent subject to consolidation of the cut through the tariff negotiations due to begin among the contracting parties to the General Agreement on Tariffs and Trade (GATT) on September 1, 1960. Various discussions were now continued with a view to facilitating negotiations between The Six and The Seven in the GATT. As the result of a Canadian initiative, consultations were held in May 1960 between the EEC and representatives of the major agricultural exporting countries of the world, including Argentina, Australia and New Zealand, for the purpose of discussing the proposed common agricultural policy of the EEC. They provided an additional opportunity for Canada and the other agricultural exporters to emphasize to the members of the EEC that, in developing their agricultural common market, they must not disregard the legitimate interests of the traditional suppliers of agricultural products to Western Europe.

## OEEC Reorganization

The decision taken at the January economic meetings in Paris to study the possibility of reshaping the OEEC to meet the challenges of the 1960's and permit United States and Canadian membership reflected a growing recognition in Europe and America that the OEEC had successfully completed the tasks for which it had been created in 1948. European economic recovery was attested by the conditions of unequalled prosperity everywhere visible, by the restoration of convertibility for the major European trading currencies, by the progress achieved in removing import restrictions and by the substantial and growing accumulation of gold and foreign exchange reserves in most European countries. Europe, it was thought, was now in a position to play its full part with the United States and Canada in promoting economic expansion on a world-wide basis and assisting the less-developed countries of the world. Moreover, with the development of a freer trading and currency system, Europe and North America had become more closely interdependent.

Negotiations for the establishment of a new organization moved steadily throughout the year and on December 14, 1960, in Paris, the ministers of 20 countries, including Canada and the United States, signed the Convention of the Organization for Economic Co-operation and Development (OECD). It is expected that the Convention will be ratified by the signatories and will come into force some time in 1961.

The aims of the OECD are to promote policies designed:

- (a) to achieve the highest sustainable economic growth and employment and a rising standard of living in member countries while maintaining financial stability and thus to contribute to the development of the world economy;
- (b) to contribute to sound economic expansion in member as well as non-member countries in the process of economic development; and
- (c) to contribute to the expansion of world trade on a multi-lateral, non-discriminatory basis in accordance with international obligations.

One of the major activities of the Organization will be to encourage the harmonizing of the economic policies of member countries. In the trade field its functions will be important but essentially consultative. The major aid givers among member countries, together with Japan, will continue to share their views and experience in a Development Assistance Committee, and the Organization will conduct a technical assistance programme on behalf of the less-developed member countries. Co-operation will also extend to many other fields, including agriculture, fisheries and other industries, the raising of productivity, scientific research, and the training of scientific personnel.

## Latin America

In Latin America an important development was the signing of the Treaty already referred to establishing the regional group described as the LAFTA. Canadian exports to the area concerned totalled just under \$70 million in 1959, approximately half the country's exports to Latin



America and one quarter per cent of its total exports. These included a relatively high percentage of industrial raw materials and manufactured goods and chemicals.

Another important economic institution for Latin America is the United Nations Economic Commission for Latin America (ECLA), which is a centre of economic studies for the region. The Commission was specially concerned with the Chilean earthquakes and, at a special meeting in June, urged ECLA members to increase financial and technical resources for the Chilean reconstruction programme. Canada has maintained an interest in the activities of the Commission and has attended some of its meetings with observer status.

The Bogota conference of the Organization of American States (OAS) in September devoted considerable attention to the problems of the under-developed countries of South America, and was thus of notable interest to Canada. The conference agreed to establish an inter-American programme of social development based on proposals made by President Eisenhower. The United States also announced its plans for establishing the Inter-American Fund for Social Development, with a capital of \$500 million, to be administered by the newly-founded Inter-American Development Bank.

The facilities recently authorized by the Canadian Government that will permit the provision of long-term credits for the sale of capital goods abroad will open opportunities to Canadian firms for the export of capital equipment, and could be of benefit to a number of South American countries. Considerable interest in these facilities has already been shown by firms wishing to export to Latin America.

In October Canada renewed the *modus vivendi* governing commercial relations with Venezuela originally signed in 1950.

### Canadian Commercial Relations

Economic relations with the United States, Canada's most important trading partner, continue to be fundamental to Canada's whole international economic position. Between two countries with so great a degree of economic interdependence there are inevitably many difficulties and problems, which there is an opportunity to review at the annual meeting of the Joint Canada-United States Committee on Trade and Economic Affairs. Among the points raised this year by Canadian ministers was the continuing concern in Canada about the quota restrictions imposed by the United States on imports of lead and zinc and on certain agricultural products. The ministers also discussed problems of surplus disposal of certain commodities and recent developments in the field of petroleum and natural gas.

Although there was very satisfactory progress during the year in dealing with the great variety of particular problems which inevitably arise on economic matters between the two countries, more fundamental aspects of Canada-United States economic relations continued during the year to cause some concern. Among these problems is the volume of United States investment in Canada and the continuing large deficit on current account in Canada's balance of payments with the United States.

Trade between Canada and the United Kingdom and Canada and other parts of the Commonwealth increased during 1960, partly because of the



increasing liberalization of world trade following the convertibility of sterling and other major currencies at the end of 1959. A new trade agreement with Australia, replacing that of 1931, came into force on June 30. There was, however, rising concern in the Commonwealth about economic developments in Europe, particularly in relation to agricultural products. In the spring Canada held consultations with other Commonwealth countries on this problem which were followed up by the agricultural mission to EEC member countries which has already been mentioned. In September, at the ministerial meeting of the Commonwealth Economic Consultative Council in London, Canada also voiced concern at the impact that any possible association of the United Kingdom with the EEC might have on traditional Canadian trade with the United Kingdom.

On April 18 the Canada—U.S.S.R. trade agreement of 1956 was renewed for a further three years and at the same time the Minister of Trade and Commerce, Mr. Gordon Churchill, and the Soviet Minister of Foreign Trade, Mr. N. S. Patolichev, signed an exchange of letters setting out the framework for Canadian-Soviet trade during the three-year period. The U.S.S.R. undertook to purchase Canadian goods up to a total value of \$25 million a year, including not less than 200,000 tons of Canadian wheat, provided the total annual value of Canadian purchases from the U.S.S.R. should be no less than \$12.5 million. Arrangements were made for annual consultations on the implementation of this undertaking.

### Multilateral Trading Relations

Canada's multilateral trading relations continued to be carried on through the GATT. At their sixteenth and seventeenth sessions, the Contracting Parties examined the EFTA convention and the LAFTA treaty. Resolutions were adopted agreeing that countries signatories to these instruments were not prevented from proceeding with the application of them but reserving the rights of the Contracting Parties under the GATT and thus suspending judgment on the compatibility of the two instruments with the Agreement. Canada and several of the Contracting Parties expressed concern at some of the features of the EFTA, particularly the bilateral agreements on agricultural trade concluded between some of the members. The Contracting Parties also took the opportunity to discuss the establishment of the OECD.

The continuing work of the GATT showed substantial progress. During the year, a number of countries announced that they no longer regarded themselves as having balance-of-payments difficulties and would, therefore, no longer make use of the GATT provisions enabling them to retain import restrictions to protect such balances. There were also discussions of methods of dealing both with residual import restrictions retained by Contracting Parties for other than balance-of-payments reasons and with any new use of such restrictions. A declaration was drawn up, open for adherence by the Contracting Parties, the effect of which will be to prohibit the use of export subsidies on goods other than primary products. The organization continued its examination of agricultural protectionism and the trade problems of less-developed countries. A new committee was set up to seek constructive solutions, consistent with the principles of the GATT, for the problems created by situations of market disruption caused by low-cost imports.

An important decision was the establishment of a permanent Council whose main function would be to consider urgent matters arising between sessions, to supervise the work of committees and other subsidiary bodies and to prepare for regular GATT sessions. Canada is represented on this body which, it is believed, will materially strengthen the general administration of the organization and permit more effective handling of the growing responsibilities of the Contracting Parties.

The fifth major multilateral tariff conference to be held under the provisions of the GATT opened in Geneva on September 1, 1960, and is expected to continue until the latter half of 1961. It is an important conference, not only because of the tariff issues involved but also because it comes at a time when world economic developments, in particular the constitution of regional groupings and the deterioration in the United States balance of payments, have underlined the need for positive measures to reduce obstacles to trade on a world-wide, non-discriminatory basis. In its first stage, which is expected to last until February or March 1961, the conference involves negotiations with the European Economic Community on the level of its proposed common external tariff. The purpose of the negotiations is to determine what compensation may be required by individual countries for the impairment of tariffs bound under the GATT agreements, and also to assess whether the common external tariff of the EEC that will emerge meets the GATT requirement that it should not be higher or more restrictive than the general incidence of the national tariffs previously in force in the six countries. In its second phase the conference will involve a new round of negotiations among contracting parties for new tariff concessions. The results of these multilateral negotiations could have important effects in reducing the trade discrimination resulting from the creation of the regional European grouping and extend these benefits to other countries, including Canada.

### Other Matters

Several other developments during the year in economic and related matters deserve mention.

At the fifteenth session of the United Nations General Assembly, Prime Minister John G. Diefenbaker of Canada proposed that a "food bank" be set up to provide surplus food to needy peoples. This suggestion was embodied in a resolution which was passed unanimously on October 27 by the General Assembly and transmitted to the Food and Agriculture Organization for study and recommendations to the next session of the Economic and Social Council, which will be held in Geneva next July.

No new bilateral agreements concerning the peaceful uses of atomic energy were concluded during the year. Canada continued, however, to participate very actively in the work of the International Atomic Energy Agency and was once more designated for a seat on the Board of Governors as one of the five nations most advanced in nuclear technology. The Board developed and provisionally approved proposals for an international system of controls, or "safeguards", intended to ensure that nuclear materials and equipment supplied for peaceful purposes would not be diverted to military use. These proposals were endorsed by the Agency's General Conference in October 1960 and will, it is hoped, very shortly be given final approval and implementation by the Board of Governors.



In 1958, at a conference of Commonwealth representatives in London, plans were drawn up for a new Commonwealth round-the-world cable network, based upon a tentative ten-year programme with costs to be shared by the partners. Canadian participation was announced at the Commonwealth Trade and Economic Conference held in Montreal in September 1958.

The trans-Atlantic cable opened in 1956 (TAT-I) and the new Canada-United Kingdom cable now under construction (CANTAT) will be initial links in the new system. Canada and the United Kingdom share ownership of these cables. During 1960 four of the Commonwealth countries concerned in the project—Australia, Canada, New Zealand and the United Kingdom—approved plans for the second stage, a trans-Pacific cable from Vancouver to New Zealand and Australia. Canada will own outright the section from Vancouver to a point just beyond Hawaii. Construction of the Pacific cable should be completed by 1964. Additional conferences will have to be held to discuss the routing, construction and cost allocation of the remaining sections of the round-the-world system.

In February an air agreement between Canada and Italy was signed in Rome, providing for direct air services between the two countries as well as to certain intermediate points and points beyond Montreal and Rome. The two designated carriers, Canadian Pacific Airlines and Alitalia, began direct air services between Rome and Montreal in March.

In February a Canadian delegation visited Turkey, and later Pakistan, to negotiate bilateral air agreements. These negotiations led to the conclusion of an air agreement with Turkey, which was signed in Ankara in May, and one with Pakistan, signed in Karachi in December. The agreements provide for the establishment of scheduled international air services between Canada and Turkey and between Canada and Pakistan by air lines of the three countries. Both agreements represent long-range planning and any routes to be operated by designated air lines will be agreed upon between Canada and each of the other two countries at some later date.

In September an exchange of notes took place in Ottawa amending the Canada-United Kingdom agreement of August 19, 1949. The amendment provided additional points to be serviced by the designated air lines of the two countries.

During the autumn, the United Kingdom Minister of Aviation, Mr. Peter Thorneycroft, visited Ottawa for discussions with members of the Canadian Cabinet, during which he outlined the views of the United Kingdom Government on the possibility of European and Commonwealth countries co-operating in a programme, based on the U.K. "Blue Streak" rocket, for the launching of satellites for scientific and other purposes, including communications.

Canadian ministers expressed a desire to learn more about the project as it developed. After his visit to Ottawa, Mr. Thorneycroft had discussions with a number of European governments, but, by the end of the year, no decisions concerning participation by European countries, on which the development of the United Kingdom programme depended, had been taken. Consequently the United Kingdom Government was not yet in a position to place firm proposals before the Canadian and other interested Commonwealth governments.



## X

### AID TO UNDER-DEVELOPED COUNTRIES

In the past year there has been increasing evidence of a growing recognition that a more rapid and a more evenly-balanced development of the world economy is one of the most urgent tasks facing the economically-advanced nations. This widespread concern with the problems of economic growth throughout the world was illustrated in several significant new developments that occurred in the field of aid to less-developed countries in 1960. Canada participated in these new developments and continued to play its part in assisting the under-developed countries. Recognizing that Canada's security and prosperity depend on world order and economic progress, the Government maintained Canadian contributions to existing programmes and entered into certain additional commitments.

In January 1960, as part of a new initiative in economic co-operation among the nations of the North Atlantic area, eight capital-exporting countries including Canada, with the Commission of the European Economic Community, formed an informal organization called the Development Assistance Group. Subsequently Japan also became a member. The objectives of the DAG are to encourage a greater flow of long-term development assistance from those countries in a position to provide aid and to discuss methods of improving the effectiveness of development assistance. The Group held three meetings in the course of 1960 and it appears to be performing a useful role in improving and increasing the amount of development assistance flowing to the under-developed countries. At a ministerial meeting in Paris in June 1960, it was decided in principle that the DAG should, in due course, become the Development Assistance Committee of the Organization for Economic Co-operation and Development (OECD), which will succeed the Organization for European Economic Co-operation (OEEC).

With the \$50 million appropriated by Parliament for Canada's contribution to the Colombo Plan in the fiscal year 1959-60 and a similar appropriation for 1960-61, Canadian aid to the countries of South and Southeast Asia continued to make a significant contribution to economic development in that part of the world. Several major Colombo Plan projects were completed with Canadian assistance in the course of 1960. They included the Warsak and Shadiwal hydro-electric projects in Pakistan and the Canada-India Atomic Reactor and the second stage of the Kundah hydro-electric project in India. The aerial survey of the Mekong River basin, which Canada undertook as part of the Mekong project, was also completed and the mapping, which is expected to be finished in 1961, is under way in Canada. At the annual meeting of the Consultative Committee of the Colombo Plan held in Tokyo in November 1960, most countries of South and Southeast Asia were able to report heartening progress in their economic development and encouraging increases in production. Nevertheless, many serious problems continue to exist in the area and the economic development effort is essentially a long-term one.

A new international agency for aid to under-developed countries came into being with the formation of the International Development Association in September 1960. The IDA is designed to make development loans on terms less rigorous than those which govern the lending operations of the International Bank for Reconstruction and Development and it is expected to make available a significant amount of new development finance. The authorized capital of the IDA is \$1 billion, of which the Canadian quota will be \$37.8 million, payable over a five-year period. Canada formally joined the IDA, following Parliamentary approval, in August.

With the achievement of independence by a number of African dependent territories in 1960, the eyes of the world were focused on the problems of assisting these new nations to achieve political stability and rapid economic progress. In recognition of the responsibility of members of the Commonwealth for assisting their Commonwealth partners in Africa, a decision was taken at a meeting of the Commonwealth Economic Consultative Committee in London in September 1960 to engage in a Special Commonwealth African Assistance Programme. The Canadian Government announced at this meeting its intention, subject to Parliamentary approval, to make available \$10.5 million over a three-year period, beginning with the fiscal year 1961-62, for Canadian aid to members of the Commonwealth in Africa.

The United Nations has a very important role to play in assistance to under-developed nations and, in view of the increasing demands that are being made upon United Nations programmes of assistance by the new African nations, the Canadian Government decided to increase Canada's voluntary contributions to these programmes. At a pledging conference held at United Nations Headquarters in October 1960, the Canadian Representative announced that, subject to Parliamentary approval, Canada would increase its contribution to the United Nations Special Fund from \$2 million in 1960 to \$2,350,000 in 1961 and its contribution to the United Nations Expanded Programme of Technical Assistance from \$2 million in 1960 to \$2,150,000 in 1961. In addition, the Canadian Government has continued to co-operate to the best of its ability with the United Nations in recruiting Canadians for technical assistance assignments in Africa under the United Nations programmes and in placing United Nations trainees from Africa in Canada.

In the light of the growing significance and complexity of programmes of economic and technical assistance, a major reorganization of the administration of Canadian aid programmes has been undertaken. An External Aid Office has been created with an experienced senior official as Director-General, responsible to the Secretary of State for External Affairs. The External Aid Office brings together a number of officials from several government departments in one organization, where they may deal more effectively and expeditiously with the operation of Canadian aid programmes.

## XI

### THE COLUMBIA RIVER BASIN

As the result of negotiations during the year, agreement was reached by Canada and the United States on the basis for a treaty for the co-operative development of the water resources of the Columbia River basin. At the year's end it was anticipated that a treaty would be available for consideration by Parliament and Congress early in 1961.

The proposed plan of development is designed to increase the production of hydro-electric power and improve flood control in the area. Its implementation will provide a further example of co-operation between Canada and the United States in the development of their respective natural resources for their mutual benefit and the results will be of tremendous economic significance to both countries.

From an international point of view the proposed agreement is novel. It will provide for the first development of such magnitude anywhere in the world, involving the construction and operation of upstream storage dams by one country, Canada, so as to create benefits in the downstream country, the United States, which are to be shared by both. By such co-operation both countries will secure greater benefits at less cost than either could secure by independent development of the water resources of the Columbia River basin. Each country will be responsible for all construction required within its own territory; only the benefits are to be divided. Thus, the proposed agreement will permit each country to retain full control of its resources and is consistent with the guiding principle in the relations between Canada and the United States: mutual respect for each other's individuality.



## XII

### LAW OF THE SEA

The notable achievements of the First United Nations Conference on the Law of the Sea held at Geneva in 1958 (the adoption of four conventions and one protocol, constituting in effect an almost complete codification of the international Law of the Sea) left unsettled two problems of critical importance—the question of the breadth of the territorial sea and the extent of fishing zones. Consequently, the General Assembly agreed, at its fourteenth session, to convene a Second Conference in early 1960.

The two questions left unsettled were not simple ones, owing to conflicts of interest between, on the one hand, nations wishing to retain for their own use the living resources along their coasts and, on the other, those engaged in fishing in distant waters. Similarly, some nations wished to extend their territorial seas (up to 200 miles in some cases) while others considered that the preservation of freedom of navigation to as great a degree as possible was desirable.

Shortly before the first conference, Canada had developed an idea totally new in international law, of a territorial sea with a contiguous fishing zone. During the conference it became apparent that a six-mile territorial sea was the narrowest one likely to be accepted, and the Canadian proposal then advanced was that states be given the right to fix the breadth of the territorial sea up to six miles and to exercise exclusive jurisdiction over fishing in a contiguous zone extending a further six miles. This became known as the “six-plus-six formula”.

Developments between the two conferences confirmed Canada's conviction that a genuine compromise formula was essential if agreement were to be reached and that such a formula, in order to be successful, would have to recognize the principle of the freedom of the high seas while granting to coastal states the same degree of exclusive control over off-shore fisheries they would obtain under arrangement for a 12-mile territorial sea. The ‘six-plus-six’ proposal offered this, and, some months before the opening of the second conference, Canada began a diplomatic campaign in support of it. Representations were made to every country in the world which appeared to have an interest in the Law of the Sea. In addition to this, Canada presented to all members of the United Nations the pamphlet entitled “Law of the Sea—a Canadian Proposal”, written with a view to bringing about a wider understanding of the Canadian position.

The Second Conference opened on March 17, 1960; representatives of 88 states attended. Canada's delegation was again headed by Mr. George Drew, Canadian High Commissioner in London. For six weeks the delegations laboured to reach agreement on the rule of law to govern the breadth of the territorial sea and fishing zones. In the event, the conference failed by only a single vote to accept the proposal.

Early in the conference major proposals, each differing materially from the other, were put forth by the U.S.S.R., Mexico, the U.S.A., and Canada. The Mexican and U.S.S.R. proposals were similar in that both would have permitted states to set the breadth of their territorial seas at any distance from three to 12 miles. The United States proposal had one major difference from Canada's, in that it allowed for an indefinite continuation of fishing rights in the fishing zone of coastal states by those fishing states which had traditionally fished there. As the conference progressed, first Mexico and later the U.S.S.R. withdrew their proposals in favour of an Afro-Asian "18-power proposal". This proposal, like its antecedents, was based on the three-to-twelve mile formula. It became clear that some compromise between the Canadian and the United States positions was necessary if the conference was to succeed in reaching agreement.

Canada and the United States therefore decided to withdraw their proposals in favour of a new compromise proposal, which they then presented jointly. The new proposal was essentially the same as the original Canadian one, except that it gave to coastal states claiming traditional fishing rights the right to continue to fish for a period of ten years in the fishing zones contiguous to the territorial waters of other states. It was this feature of the proposal which constituted the element of compromise between those states wishing to continue to enjoy traditional fishing rights off the coasts of other countries and the coastal states desiring to protect their living resources of the sea. The provision was also intended to render unnecessary bilateral arrangements between states designed to lessen the impact on fishing states of the sudden loss of traditional fishing rights. The proposal was, in effect, a compromise which, involving as it did sacrifices on both sides, gave promise of ensuring success of the conference.

The 18-power and the joint Canada-United States proposals were voted on in committee (where a simple majority only was required) on April 13. The 18-power proposal was rejected by a vote of 36 in favour and 39 against, with 13 abstentions, while the joint Canada-United States proposal was adopted by a vote of 43 in favour and 33 against, with 12 abstentions. Since this proposal was the only one which had succeeded in committee, it was the only proposal referred by that body to the plenary session, where a two-thirds majority was necessary. On April 26 the proposal was put to a vote. The result was 54 votes in favour and 28 against (with 5 abstentions—Lebanon not being present). The proposal failed by only one vote. A motion to reconsider the proposal also failed to receive the necessary two-thirds support, and the conference ended.

## APPENDIX A

### 1. ORGANIZATION OF THE DEPARTMENT IN OTTAWA

Secretary of State for External Affairs

Under-Secretary of State for External Affairs

Deputy Under-Secretary of State for External Affairs and Legal Adviser

Four Assistant Under-Secretaries of State for External Affairs

Twenty Divisions:

Administrative Services	Finance
African and Middle Eastern	Historical
Commonwealth	Information
Communications	Latin American
Consular	Legal
Defence Liaison (1)	Personnel
Defence Liaison (2)	Protocol
Economic	Supplies & Properties
European	United Nations
Far Eastern	U.S.A.

Other Units

Inspection Service

Liaison Services Section

### 2. DEPARTMENTAL STATISTICS

The following is a comparison of staff on strength at December 31, 1959, and December 31, 1960:

	1959	1960
Officer Staff		
Ottawa .....	177	192
Abroad .....	225	222
Administrative Staff		
Ottawa .....	536	586
Abroad .....	409	462
Total .....	1,347	1,462
Locally Engaged Staff		
Abroad .....	512	536
Foreign Service Officers Grade 1 recruited during year .....	16	20
Other appointments during year .....	155	226
Separations during year .....	151	131



## APPENDIX B

### PASSPORTS AND VISAS

The following tables show the increase in the volume of business done in the Passport Office of the Department during the six-year period from 1955 to 1960 inclusive:

<i>Year</i>	<i>Passports Issued</i>	<i>Passports Renewed</i>	<i>Certificates of Identity Issued</i>	<i>Certificates of Identity Renewed</i>	<i>Total Revenue</i>
1955 .....	79,228	12,474	4,601	2,277	\$438,261.71
1956 .....	88,795	14,236	2,794	1,583	\$482,356.98
1957 .....	97,738	14,934	2,361	903	\$542,317.47
1958 .....	100,594	15,446	3,276	801	\$549,069.16
1959 .....	115,272	16,102	5,353	1,449	\$622,658.02
1960 .....	134,637	18,411	6,004	2,184	\$730,605.31

## APPENDIX C

### CANADIAN DIPLOMATIC AND CONSULAR REPRESENTATION ABROAD<sup>1</sup>

#### 1. Diplomatic Missions<sup>2</sup>

<i>Country</i>	<i>City</i>	<i>Nature of Post</i>
Argentina	Buenos Aires	Embassy
Australia	Canberra	High Commissioner's Office
Austria	Vienna	Embassy
Belgium	Brussels	Embassy
Brazil	Rio de Janeiro	Embassy
Ceylon	Colombo	High Commissioner's Office
Chile	Santiago	Embassy
Colombia	Bogota	Embassy
Cuba	Havana	Embassy
Czechoslovakia	Prague	Legation
Denmark	Copenhagen	Embassy
Dominican Republic	Ciudad Trujillo	Embassy
Ecuador	Quito	Embassy
Finland	Helsinki	Embassy
France	Paris	Embassy
Germany	Bonn	Embassy <sup>3</sup>
Ghana	Accra	High Commissioner's Office
Greece	Athens	Embassy
Haiti	Port-au-Prince	Embassy
India	New Delhi	High Commissioner's Office
Indonesia	Djakarta	Embassy
Iran	Tehran	Embassy
Ireland	Dublin	Embassy
Israel	Tel Aviv	Embassy
Italy	Rome	Embassy
Japan	Tokyo	Embassy
Lebanon	Beirut	Embassy
Malaya	Kuala Lumpur	High Commissioner's Office
Mexico	Mexico	Embassy
Netherlands	The Hague	Embassy
New Zealand	Wellington	High Commissioner's Office
Nigeria	Lagos	High Commissioner's Office
Norway	Oslo	Embassy
Pakistan	Karachi	High Commissioner's Office
Peru	Lima	Embassy
Poland	Warsaw	Embassy
Portugal	Lisbon	Embassy
Spain	Madrid	Embassy

<sup>1</sup> For further information, see the thrice-yearly publication of the Department entitled "Canadian Representatives Abroad and Representatives of Other Countries in Canada."

<sup>2</sup> No resident diplomatic missions are maintained in Burma, Iceland and Luxembourg, but the High Commissioner for Canada to Malaya is also accredited as Ambassador to Burma, the Ambassador to Norway as Ambassador to Iceland (where there is a Consulate General in the charge of an honorary officer) and the Ambassador to Belgium as Ambassador to Luxembourg. The Ambassador to Cuba is also accredited as Ambassador to Haiti. (There are missions under the direction of *Chargés d'Affaires a.i.* in the Dominican Republic, Ecuador and Haiti).

<sup>3</sup> There is also a mission in Berlin.

<i>Country</i>	<i>City</i>	<i>Nature of Post</i>
Sweden	Stockholm	Embassy
Switzerland	Berne	Embassy <sup>1</sup>
Turkey	Ankara	Embassy
Union of South Africa	Pretoria	High Commissioner's Office
Union of Soviet Socialist Republics	Moscow	Embassy
United Arab Republic	Cairo	Embassy
United Kingdom of Great Britain and Northern Ireland	London	High Commissioner's Office
United States of America	Washington	Embassy
Uruguay	Montevideo	Embassy
Venezuela	Caracas	Embassy
The West Indies	Port-of-Spain	Commissioner's Office
Yugoslavia	Belgrade	Embassy

## 2. Permanent Missions to International Organizations

<i>Organization</i>	<i>City</i>
European Communities:	
European Economic Community	Brussels
European Atomic Energy Community	
European Coal and Steel Community	
North Atlantic Council	Paris
Organization for European Economic Co-operation	
United Nations	New York
United Nations (European Office)	Geneva
United Nations Educational, Scientific and Cultural Organization	Paris

## 3. Consular Offices

<i>Country</i>	<i>City</i>	<i>Nature of Post</i>
Brazil	Sao Paulo	Consulate
Congo	Leopoldville	Consulate General
Germany	Hamburg	Consulate
Iceland	Reykjavik	Consulate General <sup>2</sup>
Philippines	Manila	Consulate General
United States of America	Boston	Consulate General
	Chicago	Consulate General
	Detroit	Consulate
	Los Angeles	Consulate General
	New Orleans	Consulate General
	New York	Consulate General
	Portland, Maine	Vice Consulate <sup>2</sup>
	San Francisco	Consulate General
	Seattle	Consulate General

## 4. International Supervisory Commissions<sup>3</sup>

<i>Country</i>	<i>City</i>
Cambodia	Phnom Penh
Vietnam	Hanoi
	Saigon

<sup>1</sup> The Canadian Ambassador to Switzerland is in charge of Canadian interests in Liechtenstein.

<sup>2</sup> In charge of honorary officer.

<sup>3</sup> Made up of Canada, India and Poland. The Canadian delegations consist of both External Affairs and National Defence personnel.



## APPENDIX D

### DIPLOMATIC AND CONSULAR REPRESENTATION OF OTHER COUNTRIES IN CANADA<sup>1</sup>

#### 1. Diplomatic Missions<sup>2</sup>

<i>Country<sup>3</sup></i>	<i>Nature of Post</i>
*Argentina	Embassy
Australia	High Commissioner's Office
*Austria	Embassy
*Belgium	Embassy
*Brazil	Embassy
Burma	Embassy
Ceylon	High Commissioner's Office
*Chile	Embassy
*China	Embassy
*Colombia	Embassy
*Cuba	Embassy
*Czechoslovakia	Legation
*Denmark	Embassy
*Dominican Republic	Embassy
*Finland	Embassy
*France	Embassy
*Germany	Embassy
*Greece	Embassy
*Haiti	Embassy
*Iceland	Embassy
India	High Commissioner's Office
Indonesia	Embassy
Iran	Embassy
Ireland	Embassy
*Israel	Embassy
*Italy	Embassy
*Japan	Embassy
*Lebanon	Embassy
*Luxembourg	Embassy
*Mexico	Embassy
*Netherlands	Embassy
New Zealand	High Commissioner's Office
*Norway	Embassy
Pakistan	High Commissioner's Office
*Peru	Embassy
*Poland	Embassy
*Portugal	Embassy
*Spain	Embassy
*Sweden	Embassy

<sup>1</sup> For further particulars, see the publications of the Department entitled "Canadian Representatives Abroad and Representatives of Other Countries in Canada" (thrice yearly) and "Diplomatic Corps" (thrice yearly).

<sup>2</sup> The Ambassadors of Burma, Tunisia, Iceland and Luxembourg are also accredited to the United States of America, where they are ordinarily resident.

<sup>3</sup> Those countries marked with an asterisk have consulates in Canada. The Embassy of Poland has charge of the interests of Hungary; the Embassy of Switzerland of those of Liechtenstein; and the Embassy of the United Arab Republic of those of Iraq.

<i>Country</i> <sup>3</sup>	<i>Nature of Post</i>
*Switzerland	Embassy
Tunisia	Embassy
Turkey	Embassy
Union of South Africa	High Commissioner's Office
Union of Soviet Socialist Republics	Embassy
*United Arab Republic	Embassy
United Kingdom	High Commissioner's Office
*United States of America	Embassy
*Uruguay	Embassy
*Venezuela	Embassy
*Yugoslavia	Embassy

## 2. Commissioner's Office

The West Indies	} Montreal
British Guiana	
British Honduras	

## 3. Countries Having Consulates but No Diplomatic Missions

Bolivia	Monaco
Costa Rica	Nicaragua
Ecuador	Panama
Guatemala	Philippines
Honduras	El Salvador
Liberia	Thailand

<sup>3</sup> Those countries marked with an asterisk have consulates in Canada. The Embassy of Poland has charge of the interests of Hungary; The Embassy of Switzerland of those of Liechtenstein; and the Embassy of the United Arab Republic of those of Iraq.

## APPENDIX E

### INTERNATIONAL ASSOCIATIONS AND ORGANIZATIONS OF WHICH CANADA IS A MEMBER<sup>1</sup>

#### COMMONWEALTH

Commonwealth Advisory Aeronautical Research Council  
Commonwealth Advisory Committee on Defence Science  
Commonwealth Agricultural Bureaux Executive Council  
Commonwealth Air Transport Council  
Commonwealth Economic Committee  
Commonwealth Education Liaison Committee  
Commonwealth Forestry Conference  
Commonwealth Liaison Committee  
Commonwealth Scientific Conference  
Commonwealth Shipping Committee  
Commonwealth Telecommunications Board  
Commonwealth War Graves Commission  
South Pacific Air Transport Council

#### NORTH ATLANTIC TREATY ORGANIZATION

#### UNITED NATIONS

Functional Commissions of the Economic and Social Council:  
Commission on International Commodity Trade  
Commission on Narcotic Drugs  
Commission on the Status of Women  
Population Commission

Executive Committee of the Programme of the United Nations High  
Commissioner for Refugees (formerly United Nations Refugee,  
Fund)

Governing Council of the Special Fund

#### Specialized Agencies

Food and Agriculture Organization and Council of FAO  
Inter-governmental Maritime Consultative Organization and Council of  
IMCO  
International Atomic Energy Agency and Board of Governors of IAEA<sup>2</sup>  
International Bank for Reconstruction and Development  
International Civil Aviation Organization and Council of ICAO  
International Development Association<sup>3</sup>  
International Finance Corporation<sup>3</sup>

---

<sup>1</sup> Inter-governmental bodies only are included.

<sup>2</sup> The International Atomic Energy Agency is not technically a Specialized Agency, but it is an autonomous inter-governmental agency under the aegis of the United Nations.

<sup>3</sup> The International Development Association and the International Finance Corporation are affiliates of the International Bank for Reconstruction and Development. Canada was elected as one of the Executive Directors of the IFC by the Board of Governors to serve from November 1, 1960, for two years.



**UNITED NATIONS—*Concluded*****Specialized Agencies—*Concluded***

International Labour Organization and Governing Body of ILO  
 International Monetary Fund<sup>4</sup>  
 International Telecommunications Union and Administrative Council of ITU  
 United Nations Educational, Scientific and Cultural Organization  
 Universal Postal Union and Permanent Executive and Liaison Commission of UPU  
 World Health Organization  
 World Meteorological Organization and Executive Committee of WMO

**Other Continuing Bodies**

Advisory Committee on the Congo  
 Advisory Committee for the United Nations Memorial Cemetery in Korea  
 Advisory Committee of the United Nations Korean Reconstruction Agency  
 Advisory Committee on the United Nations Emergency Force  
 Collective Measures Committee  
 Committee on Contributions  
 Disarmament Commission  
 Negotiating Committee for Extra Budgetary Funds  
 Panel for Inquiry and Conciliation  
 Scientific Advisory Committee (formerly Advisory Committee on the Peaceful Uses of Atomic Energy)  
 Scientific Committee on the Effects of Atomic Radiation  
 Committee on the Peaceful Uses of Outer Space

**UNITED STATES-CANADA**

Canada-United States Ministerial Committee on Joint Defence  
 International Boundary Commission  
 International Joint Commission  
 Joint Cabinet Committee on Trade and Economic Affairs  
 Permanent Joint Board on Defence

**INTER-AMERICAN**

Pan-American Institute of Geography and History  
 Inter-American Statistical Institute  
 Inter-American Radio Office  
 Postal Union of the Americas and Spain

**COLOMBO PLAN**

Consultative Committee on Co-operative Economic Development in South and Southeast Asia  
 Council for Technical Co-operation in South and Southeast Asia

**CONSERVATIONAL**

Great Lakes Fishery Commission  
 International North Pacific Fisheries Commission  
 International Northwest Atlantic Fisheries Commission  
 International Pacific Halibut Commission  
 International Pacific Salmon Fisheries Commission  
 International Whaling Commission  
 North Pacific Fur Seals Commission

---

<sup>4</sup> Canada was elected as one of the Executive Directors of the IMF by the Board of Governors to serve from November 1, 1960, for two years.

**ECONOMIC<sup>5</sup>**

Contracting Parties to the General Agreement on Tariffs and Trade  
Customs Co-operation Council  
European Productivity Agency (as associate member)  
Inter-governmental Committee for European Migration and Executive  
Committee of ICEM  
International Bureau for the Publication of Customs Tariffs  
International Convention for the Protection of Literary and Artistic  
Property  
International Coffee Study Group  
International Cotton Advisory Committee  
International Lead and Zinc Study Group  
International Rubber Study Group  
International Sugar Agreement  
International Tin Agreement  
International Union for the Protection of Industrial Property  
International Wheat Agreement  
International Wool Study Group  
Organization for European Economic Co-operation (as associate member)  
Canada-United Kingdom Continuing Committee on Trade and Economic  
Affairs

**SCIENTIFIC**

International Bureau of Weights and Measures  
International Hydrographic Bureau  
International Institute of Refrigeration

**DISARMAMENT**

Ten-Nation Committee on Disarmament

---

<sup>5</sup> See also under previous headings.

## APPENDIX F

### INTERNATIONAL CONFERENCES HELD IN 1960 AT WHICH CANADA WAS OFFICIALLY REPRESENTED

(Partial list)

#### United Nations Conferences

Economic and Social Council: 29th session, New York, April 5.

Commission on International Commodity Trade: 8th session, New York, May 2.

Commission on Narcotic Drugs: 15th session, Geneva, April 25.

Commission on the Status of Women: 14th session, Buenos Aires, March.

Food and Agriculture Organization: 34th session of Council, Rome, October 17.

General Assembly: 4th emergency special session (Congo), New York, September 17; 15th session, New York, September 20.

Inter-governmental Maritime Consultative Organization: 3rd session of the Council, London, March 1.

International Atomic Energy Agency: 4th General Conference, Vienna, September 20. Board of Governors, Vienna, January 12, March 29, June 14, September 13.

International Bank for Reconstruction and Development: Washington, September.

International Civil Aviation Organization: Conference on North Atlantic Ocean Surface Vessels, the Hague, March 16.

International Committee for World Refugee Year: Sigtuna, Sweden, April 27.

International Finance Corporation: Washington, September.

International Labour Organization: Inter-American Conference on Labour Management Relations, Montevideo, November 3; 44th session, Geneva, June 1.

International Monetary Fund: 15th annual meeting, Washington, September.

International Telecommunications Union: 15th session of Administrative Council, Geneva, May 28.

Scientific Committee on the Effects of Atomic Radiation: seminar, Geneva, September 5.

United Nations Commission on Human Rights, Geneva, February 29.

United Nations Conference on Law of the Sea: Second Conference, Geneva, March 17.

United Nations Congress on the Prevention of Crime and the Treatment of Offenders, London, August.

United Nations Disarmament Commission, New York, August 16.

United Nations Educational, Scientific and Cultural Organization: General Conference, 11th session, Paris, November.

United Nations High Commissioner for Refugees: Executive Committee, 4th session, Geneva, October 5.

United Nations International Children's Emergency Fund: Executive Board, New York, March.



- United Nations Special Fund: Governing Council, New York, May 24 and December 19.
- United Nations Tin Conference, New York, May 23.
- United Nations Trusteeship Council: 25th session, New York, January.
- Universal Postal Union: Meeting of Executive and Liaison Committee and Sub-Committee, Berne, May 2.
- World Health Organization: 13th session of Assembly, Geneva, May 3.
- World Meteorological Organization: 3rd session on Climatology, London, June 1; 12th session of Executive Committee, July 2.

#### Other Conferences

- Canada-United Kingdom Continuing Committee on Trade and Economic Affairs, Ottawa, July 2.
- Colombo Plan: 2nd Conference of Information Officers, Bangkok, September 5; Colombo Plan Consultative Committee for South and Southeast Asia, Tokyo, November 5.
- Commonwealth Agricultural Review Conference, London, August 24.
- Commonwealth and Empire Law Conference, Second Conference, Ottawa, September 14.
- Commonwealth Economic Consultative Council, London, September 21.
- Commonwealth Prime Ministers' Conference, London, May 3.
- Fourth International Archives Congress, Stockholm, August 17.
- General Agreement on Tariffs and Trade: 16th session of the Contracting Parties, Geneva, May 16; Tariff Conference, Geneva, September 1; Council, 1st session, Geneva, September 17; 17th session of the Contracting Parties, Geneva, October 31.
- Inter-governmental Committee for European Migration; 12th session of Council, Naples, May 16; session of Executive Committee, Geneva, November 21; 13th session of Council, Geneva, December 1.
- International Conference on the Safety of Life at Sea, London, May 17.
- International Congress on Geology, Copenhagen, August 5.
- Joint Canada-United States Committee on Trade and Economic Affairs, Washington, February 16.
- Meeting of a Group of Commonwealth Officials to study the Constitutional Development of the Commonwealth, "Chequers", June 17.
- Meetings on Economic Co-operation, Paris, January 12.
- Organization for Economic Co-operation and Development: Ministerial Meeting on the establishment of the OECD, Paris, December 13.
- Organization for European Economic Co-operation: Economic Policy Committee, Paris, March 31; Meeting of the 18 OEEC countries, Canada and the United States on the reorganization of the OEEC, Paris, May 24; Economic Policy Committee, Paris, July 25.
- Postal Union of the Americas and Spain: 8th Congress, Argentina, September.
- Senior Commonwealth Economic Officials Meeting, London, April 25.
- Ten-Nation Disarmament Committee, Geneva, March 15.

## APPENDIX G

### INTERNATIONAL AGREEMENTS TO WHICH CANADA IS A PARTY: DEVELOPMENTS DURING 1960

#### 1. Bilateral Agreements

##### Australia

Trade Agreement between the Government of Canada and the Government of Australia. Signed at Canberra February 12, 1960. Ratified at Ottawa June 30, 1960. Entered into force June 30, 1960.

##### Denmark

Exchange of Notes between the Government of Canada and the Government of Denmark renewing for a period of four years the Aircrew Training Agreement between the two countries. Copenhagen March 25, 1960. Entered into force March 25, 1960.

##### Italy

Agreement between the Government of Canada and the Government of Italy for Air Services between and beyond their respective territories. Signed at Rome February 2, 1960.

##### Japan

Exchange of Notes between the Government of Canada and the Government of Japan renewing the agreement for entry to Canada of Japanese Agriculture Trainees. Ottawa February 23 and March 7, 1960.

Agreement and Exchange of Notes between the Government of Canada and the Government of Japan for co-operation in the peaceful uses of atomic energy. Signed at Ottawa July 2, 1959, and July 27, 1960. Entered into force July 27, 1960.

##### Netherlands

Supplementary Convention between the Government of Canada and the Government of the Kingdom of the Netherlands modifying the Convention between the Government of Canada and the Government of the Kingdom of the Netherlands for the avoidance of double taxation and the prevention of fiscal evasion in respect of taxes on income, signed at Ottawa April 2, 1957. Signed at Ottawa October 28, 1959. Ratified at The Hague July 7, 1960. Entered into force July 7, 1960.

##### Norway

Exchange of Notes between the Government of Canada and the Government of Norway renewing for a period of four years the Aircrew Training Agreement between the two countries. Oslo April 6, 1960. Entered into force April 6, 1960.

Exchange of Notes between the Government of Canada and the Government of Norway concerning the supply of Canadian wheat flour for wartime emergency stockpiling in Norway. Ottawa April 25, 1960. Entered into force April 25, 1960.

Exchange of Notes between the Government of Canada and the Government of Norway concerning the organization of the Canada-Norway Defence Science Information Exchange Project. Oslo May 24, 1960. Entered into force May 24, 1960.

Convention between the Government of Canada and the Government of the Kingdom of Norway for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on income. Signed at Ottawa July 29, 1960.

### **Pakistan**

Agreement between the Government of Canada and the Government of Pakistan for co-operation in the peaceful uses of atomic energy. Signed at Ottawa May 14, 1959. Ratified at Ottawa July 18, 1960. Entered into force July 18, 1960.

Agreement between the Government of Canada and the Government of Pakistan for Air Services between and beyond their respective territories. Signed at Karachi December 21, 1960. Entered into force December 21, 1960.

### **Spain**

Exchange of Notes between the Government of Canada and the Government of Spain concerning visa requirements for non-immigrant travellers of the two countries. Madrid December 18, 1959. Entered into force January 25, 1960.

### **Turkey**

Air Agreement between the Government of Canada and the Government of the Republic of Turkey. Signed at Ankara, May 21, 1960.

### **Union of Soviet Socialist Republics**

Protocol to renew the Trade Agreement between the Government of Canada and the Government of the Union of Soviet Socialist Republics. Signed at Ottawa February 29, 1956. Signed at Moscow April 18, 1960. Entered into force provisionally April 18, 1960. Ratified September 16, 1960. Entered into force September 16, 1960.

### **United Kingdom**

Exchange of Notes between the Government of Canada and the Government of the United Kingdom concerning the supply of Canadian wheat flour for wartime emergency stockpiling in the United Kingdom. Ottawa August 5, 1960. Entered into force August 5, 1960.

Exchange of Notes between the Government of Canada and the Government of the United Kingdom amending the Agreement for Air Services between and beyond the two countries, signed at Ottawa August 19, 1949. Ottawa September 6, 1960. Entered into force September 6, 1960.



**United States of America**

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning the final disposition of the CANOL facilities. Washington March 31, 1960. Entered into force March 31, 1960.

Agreement between the Government of Canada and the Government of the United States of America to amend the Agreement between the Government of Canada and the Government of the United States of America for co-operation in the civil uses of atomic energy. Signed at Washington June 15, 1955, as amended June 26, 1956, and modified May 22, 1959. Signed at Washington June 11, 1960. Entered into force July 14, 1960.

Exchange of Notes between the Government of Canada and the Government of the United States of America (with Annex) concerning the continued utilization of the existing upper atmosphere research facilities at Fort Churchill, Manitoba. Ottawa June 14, 1960. Entered into force June 14, 1960.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning the loan to Canada, for a five-year period, of the Submarine BURRFISH. Washington July 20, August 23 and 31, 1960. Entered into force August 31, 1960.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning the establishment of a satellite tracking station near St. John's, Newfoundland (with Annex). Ottawa August 24, 1960. Entered into force August 24, 1960.

**Venezuela**

Exchange of Notes between the Government of Canada and the Government of Venezuela renewing for one year the *Commercial Modus Vivendi* of October 11, 1950. Caracas, October 10, 1960. Entered into force October 11, 1960.

**2. Multilateral**

Declaration on the provisional accession of the Swiss Confederation to the General Agreement on Tariffs and Trade. Done at Geneva November 22, 1958. Signed by Canada May 4, 1959. Entered into force January 1, 1960.

Convention on the Nationality of Married Women adopted by the General Assembly of the United Nations at its eleventh session. Done at New York February 20, 1957. Signed by Canada February 20, 1957. Canada's Instrument of Ratification deposited October 21, 1959. Entered into force for Canada January 19, 1960.

Telegraphic regulations (Geneva revision, 1958) annexed to the International Telecommunications Convention (Buenos Aires, 1952). Signed by Canada November 29, 1958. Entered into force January 1, 1960.

North American Regional Broadcasting Agreement. Signed at Washington November 15, 1950. Canada's Instrument of Ratification deposited April 9, 1957. Entered into force April 19, 1960.

Declaration on the provisional accession of Tunisia to the General Agreement on Tariffs and Trade. Done at Tokyo November 12, 1959. Signed by Canada May 24, 1960. Entered into force for Canada June 23, 1960.

Declaration on relations between Contracting Parties to the General Agreement on Tariffs and Trade and the Government of the Polish People's Republic. Done at Tokyo November 9, 1959. Signed by Canada May 24, 1960. Entered into force for Canada November 16, 1960.

Articles of Agreement of the International Development Association. Done at Washington January 29, 1960. Signed by Canada August 9, 1960.

Convention on the Safety of Life at Sea 1960. Done at London, May 17, 1960. Signed by Canada May 17, 1960.

International Labour Convention (105) concerning the abolition of forced labour, adopted by the Conference at its fortieth session, Geneva, June 25, 1957. Ratified by Canada July 14, 1959. Entered into force for Canada July 14, 1960.

International Convention for the Prevention of the Pollution of the Sea by Oil, 1954—Declaration to all contracting governments in accordance with Para. 3 of Annex A of the Convention. Signed by Canada August 25, 1960.

Indus Basin Development Fund Agreement. Signed by Canada September 19, 1960.

Second International Tin Agreement. Signed by Canada December 2, 1960.

Convention of the Postal Union of the Americas and Spain. Signed by Canada October 14, 1960.

Agreement relative to Parcel Post of the Postal Union of the Americas and Spain. Signed by Canada October 14, 1960.

Convention on the Organization for Economic Co-operation and Development. Signed by Canada December 14, 1960.

Supplementary Protocol No. 1 to the Convention on the Organization for Economic Co-operation and Development. Signed by Canada December 14, 1960.

Supplementary Protocol No. 2 to the Convention on the Organization for Economic Co-operation and Development. Signed by Canada December 14, 1960.

## APPENDIX H

### Publications of the Department

The publications of the Department of External Affairs may be classified broadly as follows:

- (1) Those printed by the Department of Public Printing and Stationery and distributed free of charge outside Canada through Canadian diplomatic missions. Most of these publications are sold in Canada by the Department of Public Printing and Stationery.
- (2) Those produced within the Department for free distribution outside Canada and, when they relate to aspects of Canada's external relations, inside Canada as well.

Canadians may obtain detailed information about current External Affairs Publications produced by the Department of Public Printing and Stationery in the Catalogue of Canadian Government publications sold by the Department of Public Printing and Stationery at a price of \$1.00 (\$1.25 outside Canada). The Department of External Affairs has for distribution catalogues listing those of its publications available both to Canadians and residents of other countries, and those distributed abroad only.

### Departmental publications include the following:

*Report of the Department of External Affairs:* Report to Parliament covering the work of the Department during each calendar year. Price: Canada and the United States, 25 cents; other countries, 30 cents.

*Canada Treaty Series:* Texts of individual treaties, conventions, and other agreements concluded between Canada and other countries. Price: Canada and the United States, 25 cents each; other countries, 30 cents each.

*Canada and the United Nations:* An annual report on Canadian participation in the work of the United Nations and its Specialized Agencies. Price: Canada and the United States, 50 cents; other countries, 60 cents.

*London and Paris Agreements:* A selection of documents resulting from meetings held in London and Paris concerning the accession of the Federal Republic of Germany to the North Atlantic Treaty Organization. Price: Canada and the United States, 50 cents; other countries, 60 cents.

*Canadian Representatives Abroad and Representatives of Other Countries in Canada:* Issued three times a year. A directory of Canadian diplomatic, consular, and trade offices abroad and of diplomatic, consular and trade offices of other countries in Canada. Price: annual subscription, Canada and the United States, \$1.00; other countries, \$1.25. Single copies, Canada and the United States, 35 cents; other countries, 40 cents.

*Diplomatic Corps:* A directory of diplomatic missions in Ottawa. Published quarterly. Price: annual subscription, Canada and the United States, \$1.00; other countries, \$1.25. Single copies, Canada and the United States, 25 cents; other countries, 30 cents.

*External Affairs:* A monthly bulletin containing articles on subjects of current international interest and official statements of Canadian foreign policy. Price: annual subscription, Canada and the United States, \$1.00; students in Canada, 50 cents; other countries, \$2.00.



*The Crisis in the Middle East*: October-December 1956. Price: Canada and the United States, 50 cents; other countries, 60 cents.

*The Crisis in the Middle East*: January-March 1957. Price: Canada and the United States, 50 cents; other countries, 60 cents.

*Report on Disarmament Discussions 1957*: Price: Canada and the United States, 25 cents; other countries, 30 cents.

*Canada from Sea to Sea*: An illustrated booklet for distribution abroad dealing in popular style with various aspects of Canada—its history and geography, economic and trading position, status as a world power, people, culture, institutions, government and traditions. Published in English, French, Spanish, German and Portuguese. Other language versions were in progress at the end of the year. Price: Canada and the United States, 50 cents; other countries, 60 cents.

*Canada Pictorial*: This publication, a small illustrated folder solely for distribution abroad, was produced during the year in Spanish and Portuguese. It is now distributed overseas also in English, French, Japanese, Italian, Swedish, Dutch and German. As the year ended, this folder was being translated into other languages.

*Fact Sheets*: Information on Canada's history, government, international relations, resources, climate, transportation, industry and labour and on the provinces of Canada, as well as a series of illustrative maps, is contained in this publication, which is sold in Canada in English and French by the Department of Public Printing and Stationery for 25 cents a copy, and is distributed free of charge in other countries in these and several other languages.

*Canadian Weekly Bulletin*: A summary of important developments and announcements.

*Reference Papers*: Background information on various aspects of Canadian affairs.

*Reprints*: Articles on Canada and Canadian affairs reprinted from a variety of sources, chiefly from Canadian periodicals.

*Statements and Speeches*: Full texts of important official speeches on external or domestic affairs.

*Supplementary Papers*: Full texts of statements and reports, mainly on specialized subjects, supplementing the statements and speeches series.

*Press Releases*: Issued in English and French on appointments, distinguished visitors, presentation of letter of credence, conclusion of international agreements, and delegations to international conferences.

The Department also distributes to Members of Parliament, public libraries, universities and newspapers information material produced by the NATO Information Services and by the Colombo Plan Information Unit.









154 Doc  
Can  
E

CAI EA  
- ASS



1961



# REPORT

Canada

DEPARTMENT OF  
EXTERNAL AFFAIRS









**REPORT**  
**of the**  
**DEPARTMENT OF**  
**EXTERNAL AFFAIRS**  
**1961**

**Submitted to Parliament under the Provisions of the  
Department of External Affairs Act**

**ROGER DUHAMEL, F.R.S.C.**  
**Queen's Printer and Controller of Stationery**  
**Ottawa, 1962**



REPORT  
ON  
THE PROGRESS OF  
THE ALBERTA  
1961

THE ALBERTA GOVERNMENT  
EDMONTON, ALBERTA

Price 25 cents      Cat. No. E1-1961  
Available from the Queen's Printer  
Ottawa, Canada

## FOREWORD

Continuing the practice begun last year, the Annual Report dwells on those events and affairs of special interest to Canada. Although the Report does not, therefore, purport to be a complete chronology of the year's events, a fairly complete description of the main international developments of the year under review emerges from the pages which follow.

From the point of view of East-West relations, 1961 produced its share of setbacks, disappointments and periods of dangerous tension. In Berlin, in the Congo and in Southeast Asia, there were developments which at times seemed to be leading towards a major outbreak of hostilities. The world passed through one particularly critical period in August when the Soviet Union's harsh decision to seal off East Berlin, followed closely by its resumption of nuclear testing on a massive scale, intensified the fear that war might occur between the great powers.

Meanwhile, the United Nations, to which the middle and smaller powers naturally turn for a solution to international problems, was itself beset by an internal crisis which for a time seemed to threaten its continued existence, particularly when death in the line of duty overtook its devoted servant Dag Hammarskjöld.

Yet responsible leaders would be doing a disservice to mankind if they were to dwell exclusively on the difficulties which characterized 1961. In almost every sphere there were compensating achievements.

In Berlin, for example, once the language of ultimatum was abandoned, diplomatic contacts were resumed, bringing with them improved prospects for a negotiated settlement. In Laos, a dangerous trend of events at the beginning of the year was checked by the convening in Geneva in May of a 14-nation conference to search for a formula to guarantee the independence and permanent neutrality of that unhappy state. A substantial measure of progress rewarded the patient efforts of the negotiators, and by the year's end the groundwork for a treaty had been laid which could bring peace to Laos and could offer a useful precedent for dealing with other areas which are a source of East-West friction.

In the Congo, the UN force continued to demonstrate its ability to respond to the varied demands made upon it. The serious difficulties encountered from time to time are to be expected in such a novel experiment in peace-keeping responsibilities; but, without the United Nations presence, the Congo would fall prey to either tribal strife or great power conflict.

Finally, the United Nations organization settled the constitutional crisis thrust upon it by the untimely death of the Secretary-General and the ensuing attempts to alter the authority and impartiality of his office. It is a source of both satisfaction and potential future strength for the United Nations that its membership rallied to a solution which sacrificed neither the principles of the Charter nor the integrity of the Secretariat.

There were, moreover, developments during the year which make me question the validity of an assessment made solely within the narrow context of East-West relations. Although the state of those relations hold the key to war or peace, the world today must be viewed in much wider

perspective. We have witnessed during the year the beginning of the destruction of the popular image of monolithic unity within the Sino-Soviet bloc, and even the Western side has not been entirely free of rifts—a development which is perhaps less remarkable since the right to diverge is of the essence of the democratic way. In any event, the conception of a world drawn neatly into two competing camps is largely illusory.

Even more improbable is the image of a world divided into three, with the third element of the “troika”, as the Soviet Union sees it, the uncommitted nations of the world. Like their older counterparts in the family of nations, the new and non-aligned nations began in 1961 to speak more clearly with a variety of voices, inside the United Nations and out. The positions they have taken on great international issues belie the neat categorization some would see in the modern world.

The non-aligned nations are truly united on only one issue—their deep abhorrence of the prospect of a global war which would engulf them and of the military preparations which, through the numerous resources committed to unproductive ends, deprive them of the help they so urgently need to enter fully into the heritage of the mid-twentieth century. In this there is hope, for the greatest champions of a lessening of world tension are those who have never known the full measure of national fulfilment—and they are numerous and growing.

There is hope, too, in a new awareness on the part of the major powers of the rough military equilibrium which exists between them, rendering war a self-defeating instrument of national policy. But the balance of terror is not a durable basis on which to rest the peace of the world. Military science is not static and there is no ultimate security in the spiralling arms race. Hence the never-ending search for a means of reversing the present trend by some agreed formula which would maintain the balance while lessening the terror. It is axiomatic that military preparedness and balanced disarmament are not contradictory—are, in fact, alternative means to the same end, national security.

It is for this reason that Canada has devoted so much attention—in the United Nations and out—to the search for an end to the mounting competition in armaments—a competition of a type and on a scale which has gone beyond our national resources. From the time the 10-Nation Disarmament Committee negotiations were broken off in June 1960, Canada has pressed to have disarmament talks restarted. Intensive discussions behind the scenes at the sixteenth session of the United Nations General Assembly led to agreement on a statement of principles to guide future negotiations and on a new forum in which to resume the discussions. The enlarged Committee of 18, more representative than its predecessor by virtue of the addition of eight non-aligned countries drawn from the main geographical areas of the world, should bring fresh perspectives to bear on the problem and should give greater assurance that the talks will be continued without interruption until a workable scheme for verified measures of disarmament is devised.

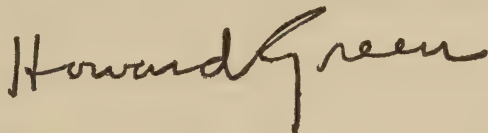
No one expects the task to be easy or the progress rapid. The most sustained and intensive military build-up in the history of mankind cannot be halted at a stroke, or the vast military superstructure dismantled overnight, but the formidable nature of the undertaking must not be allowed to divert us from the attempt.



Both sides recognize that there is no real security to be found in a continuation of the arms race; both acknowledge the suicidal nature of recourse to arms in the nuclear age; both have pressing demands for the more constructive use of the skills and resources now devoted to arms. Both, in short, have a common interest in seeking a more sensible basis for a truly peaceful co-existence. It is of the utmost importance to keep the lines of communication open and the dialogue going at many levels.

I believe patience and persistence will ultimately bring their reward. The unacceptable alternative is an arms race on an unprecedented scale.

To those in the Department both at home and abroad who have contributed so unselfishly to the pursuit of these aims, I offer my sincere thanks.

A handwritten signature in dark ink, reading "Howard Green". The signature is fluid and cursive, with the first name "Howard" and last name "Green" clearly distinguishable.

*Secretary of State for External Affairs.*

April 18, 1962.

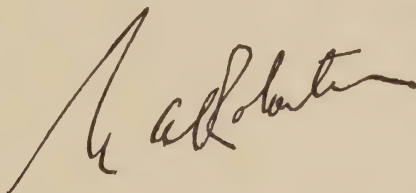


Hon. HOWARD C. GREEN,

Secretary of State for External Affairs.

As required by the Department of External Affairs Act, I have the honour to submit to you for presentation to Parliament the fifty-second report of the Department, covering the calendar year 1961.

It gives me pleasure to express my appreciation of the manner in which the members of the staff, at home and abroad, have carried out their duties and also of the spirit of co-operation shown by other Government Departments which are concerned with various aspects of Canada's relations with other countries.

A handwritten signature in dark ink, appearing to read 'A. Allston', is written in a cursive style.

*Under-Secretary of State  
for External Affairs.*

Ottawa, April 3, 1962.





## CONTENTS

Foreword .....	v
Letter of Transmittal .....	ix

### CHAPTER

I. East-West Relations .....	1
II. Canada and the United Nations .....	5
III. Disarmament .....	9
IV. Africa .....	14
V. Indochina .....	18
VI. NATO and Defence .....	20
VII. The Commonwealth .....	23
VIII. Latin America .....	29
IX. Economic Affairs .....	31
X. The External Aid Office .....	38

### APPENDIX

A. Organization of the Department in Ottawa .....	41
B. Passports and visas .....	42
C. Canadian diplomatic and consular representation abroad .....	43
D. Diplomatic and consular representation of other countries in Canada .....	46
E. International associations and organizations of which Canada is a member .....	48
F. International conferences held in 1961 at which Canada was officially represented .....	51
G. International agreements to which Canada is a party: developments during 1961 .....	54
H. Publications of the Department .....	57





# I

## EAST-WEST RELATIONS

Throughout the year Canada has had reason to follow closely, and on occasion to influence, the development of East-West relations. Canadian commitments under the North Atlantic Alliance made the developing crisis in Berlin of immediate concern to us. Participation in the United Nations brought direct Canadian involvement in peace-keeping activities and in preparations for resumed disarmament negotiations. Because of Canadian membership on the International Supervisory Commission for Laos, Canada participated in the Geneva Conference on Laos.

### Developments Throughout the Year

The year 1961 opened with signs that East-West relations, which had been very bad since the collapse of the summit meeting in May 1960, might improve to some extent. Mr. Khrushchov sent a relatively cordial message to President Kennedy upon his inauguration in January. The surviving crew-members of the RB-47 United States aircraft shot down by the Soviet Union in July were released from Soviet custody. At the resumed session of the General Assembly, the most controversial Soviet items were dropped, and there was agreement between the United States and the Soviet Union on a disarmament resolution. Mr. Khrushchov did not, apparently, intend to return to "the spirit of Camp David" (the phrase he used to characterize the ten-month period which preceded the summit collapse), but the gestures he made seemed to be aimed at improving relations at least to the point where negotiations about Germany and Berlin might become possible.

This quietly auspicious opening to 1961 did not survive the early months of the year. The Soviet leaders apparently underestimated the difficulties of improving relations with the West in one part of the world while openly challenging the Western position in other parts. When the confrontation in Laos of Western and Soviet interests developed, early in the year, into a full-scale crisis, there was an understandable reluctance on the part of the Western powers to accept the Soviet Union's insistence that it was sincere in its desire to negotiate settlements in other critical areas. In the same way, the Soviet Union's response to the attempted invasion of Cuba in April made improved relations even more remote.

### Tension over Berlin

The Soviet purpose in taking a somewhat less intransigent attitude on some questions may have been to create conditions which would permit negotiations on the Berlin and German problems and would result in a settlement favourable to Soviet policy in Eastern Europe. This purpose was frustrated not only by events in other parts of the world, as outlined above, but by the Berlin situation itself when the Soviet Union began to draw

attention to it again. This occurred in April, when the Russians indicated that, if some progress were not made by the end of 1961 toward a solution of the problem, they would negotiate and sign a peace treaty with the East German regime, thereby (in their view) ending Western rights in West Berlin and on the access routes to the city. The Soviet position on the Berlin and German questions was once again set forth, and the new deadline explicitly stated, in a memorandum which Mr. Khrushchov handed to President Kennedy during their meeting in Vienna on June 4.

This meeting marked the beginning of a period of several months during which tension mounted sharply and there was danger of a serious crisis. The Soviet aim continued to be a high-level negotiation, from which the Soviet leaders were apparently convinced they could extract advantages for themselves. But their threats of the dire consequences which would follow Western refusal to negotiate, or a failure of the negotiations, caused the West to ask itself whether any negotiations were possible under the shadow of an ultimatum which apparently committed the Soviet Union to unilateral, and perhaps forceful, action against Western interests if negotiations failed or did not take place. Both sides took measures to improve their military readiness, and by early August a serious and potentially dangerous situation existed.

### The Berlin Wall

The peak of the tension was reached on August 13, when the East German authorities, doubtless after obtaining the agreement of the Soviet Union, undertook the physical separation of East and West Berlin by building a wall across the city. This act was dangerous in that it aroused the anger of the people of all Berlin, and highly provocative in that it appeared to challenge the right of the Western occupation authorities to move freely in all parts of the city. The Soviet Union probably decided to permit the wall to be built, despite the risks, because it recognized that the flow of refugees leaving East Germany through Berlin constituted a serious drain on the East German economy and testified eloquently to the failure of the East German regime to obtain the support of the people it ruled.

The building of the wall in Berlin, once it was done, gave the Russians part—perhaps the least important part—of what they had sought when they issued their first ultimatum about Berlin in November 1958. The wall's construction all but eliminated the usefulness of West Berlin as an "escape hatch" for discontented East Germans and a "show window" for the West behind the Iron Curtain. In removing these two important sources of immediate concern to the Soviet Union and East Germany, the building of the wall actually opened the way for a reduction of Soviet pressure in connection with Berlin. This soon followed, but not before there had been further arbitrary actions by the East German authorities, resulting in a period of high tension within the city itself.

### Twenty-Second CPSU Congress

The Twenty-Second Congress of the Communist Party of the Soviet Union took place in Moscow during the second half of October. In addition to adopting a new Party programme setting out ambitious plans for economic, social and political development over the next 20 years, and dealing with important ideological questions, the Congress marked

the beginning of a moderate relaxation of Soviet pressure on the West concerning Berlin. In his report to the Congress, Mr. Khrushchov revealed that he no longer regarded the year's end as an irrevocable deadline before which a peace treaty with Germany must be signed. Both he and Mr. Gromyko, in their speeches to the Congress, seemed less intractable on the subject of Berlin than they had in earlier statements. They attributed their changed attitude to "greater reasonableness" on the Western side. However, although the West had made clear its willingness to negotiate, its basic attitude had not changed greatly since the height of the crisis in August, and another explanation must be sought.

Part of it, at least, may be found in the deepening divisions within the Soviet bloc which were revealed at the Congress. Long before the Congress, it was, of course, well known that many Communists, most notably the Chinese leaders, were strongly critical of much of Mr. Khrushchov's foreign policy. The proceedings of the Congress suggested not only that this foreign opposition was continuing and developing but that it found support within the Soviet Union. Evidently, an opposition as extensive as this must have made its mark on Soviet policy. It seems very likely that at least some of the vagaries of Soviet behaviour in connection with Berlin, the alternating periods of heavy pressure and relative tranquility, should be seen not only as reactions to Western policies, or as manoeuvres designed to throw the West off balance, but also as reflections of the profound differences which now divide the Communist world, and even the Soviet Communist Party.

### Prospects

Whatever the reason, by the end of the year Soviet pressure on the Western position in Berlin had been somewhat reduced. There was no sign, however, that the Soviet Union had abandoned any substantial part of its plan for the city, nor that pressure would not be renewed if negotiations failed to begin soon after the New Year. At the year's end there was still no certainty that the Western powers would be able to agree among themselves on the advisability of formal negotiations. At the meeting in December of foreign ministers of NATO countries, it had been agreed that the informal soundings of the Soviet position which had been made earlier in the year would be continued. Nevertheless, there were signs that if formal negotiations did not soon begin the possibility of a renewed crisis in connection with Berlin would be greatly increased.

In a sense, the history of East-West relations during the early part of 1961 was beginning to repeat itself at the end of the year. Once again the Soviet Government seemed to be attempting a measure of relaxation in East-West relations as preparation for negotiations about Berlin. The publication in the Soviet Union of an interview with President Kennedy was an important concession, and a surprising departure from usual Soviet practice, especially since the President's statements gave Soviet readers a balanced view of the U.S. position on many international problems. Similarly, the Soviet decision to reverse an earlier stand and participate in renewed nuclear test negotiations could be represented as an effort to improve the atmosphere, even though there were more obvious propaganda motives. U.S.-Soviet agreement on the composition of a disarmament negotiating group was reminiscent of the resolution on disarmament which the two countries had been able to sponsor jointly in the General Assembly at the beginning of the year.



However, at the end of the year, as at the beginning, Soviet efforts to improve relations were being in part frustrated by other Soviet actions. The most serious of these was the Soviet resumption of nuclear tests, which shocked world opinion and made it difficult for Western governments to take any steps in the direction of initiating negotiations on any subject. Doubts about Soviet sincerity were also raised when, at the end of October, the Soviet Union took action with respect to Finland which was widely interpreted as a threat to Finland's neutrality and possibly to its independence. Thus the prospects for 1962, were, at best, uncertain. A somewhat less tense atmosphere than had existed during the summer was balanced by Western doubts as to the wisdom of opening formal negotiations (as opposed to "probing" Soviet intentions) and by a series of Soviet actions which could only tend to confirm those doubts.

### Canadian View

Although Canada is not one of the four occupying powers in Berlin, it is nevertheless directly involved in the Berlin situation because of its commitments under the North Atlantic Treaty. The Berlin situation was, therefore, at the centre of Canadian thinking about the year's events. The view of the Canadian Government was that the essentials of the Western position in Berlin must be preserved so that the freedoms of the people of West Berlin could be maintained. Those essentials, as Canada saw it, were the continuation of a Western presence in West Berlin, continued free access to West Berlin, and continued economic viability of West Berlin. It seemed, however, that there was a serious danger that these Western rights would be gradually eroded unless some agreement were reached with the Soviet Union to preserve them. The Canadian Government thought that the powers mainly responsible for the Western position in Berlin should undertake negotiations about the status of the city as soon as possible. In the North Atlantic Alliance, Canada advocated the opening of negotiations on the Berlin question and, at the ministerial meeting of the Alliance in December, Canada was in agreement with the decision to resume "probing" conversations with the Soviet Union.

Since April 1959 Canada has urged that consideration be given to the possibility of the United Nations playing a role in Berlin. In this connection, the Prime Minister pointed out in the House of Commons on September 11, 1961, that, while "the four powers must have primary responsibility in Berlin", if direct negotiations among them succeeded, there might be "a possibility for providing a role for the United Nations, perhaps as guarantor of the agreement reached".

## II

### CANADA AND THE UNITED NATIONS

After a year of almost unrelieved divisive pressure from a number of quarters, the United Nations nonetheless found itself at the end of 1961 able to face the New Year with renewed confidence in its resilience and new pride in its accomplishments. True, the eagerness of some segments of the constantly growing membership to press their views on the organization, and the efforts of the Soviet bloc to turn this understandable impatience to its own ends, have resulted in some loss of faith in the United Nations as an agency for peace. Use of force in Goa and the threat of its use in other areas have also caused grave concern for the future of the organization. In general, however, most nations continue to believe that the United Nations represents the best hope for peace and constructive international co-operation. On balance, 1961 was a year of achievement for the United Nations, as it was a year of opportunity for a significant Canadian contribution in a number of fields.

In the early months the resumed fifteenth session was marked by agreement among the powers concerned to seek once again to set up an effective disarmament negotiation. A more detailed account of this subject and of the three-power conference on the cessation of nuclear weapons tests appears elsewhere in this report. It should be noted here that the disarmament negotiations did not resume in 1961, while the nuclear weapons test talks came to an abrupt halt in the late summer when the U.S.S.R. suddenly began a new and lengthy series of atmospheric tests.

Other inauspicious developments also threatened the success of the sixteenth session of the General Assembly. The Congo problem, with its constant drain on the overstrained finances of the organization, had not only eluded solution but had also set the stage for the tragic death of the Secretary-General. Throughout the year there was little or no abatement either of the Soviet demand for a change of the "troika" type in the structure of the organization or of the Soviet attacks on the Secretariat, including Mr. Hammarskjöld himself. The position of South Africa had become increasingly at variance with the strong views of most other member states and promised to add bitterness to the discussion of the numerous colonial questions facing the Assembly. The Algerian problem remained of grave concern, while the eruption of French-Tunisian difficulties in regard to Bizerte had made it necessary to hold a special session of the General Assembly. These disturbing elements of immediate United Nations concern, as well as the deepening Berlin crisis and the ominously belligerent attitude of the Chinese Communist regime, provided a sombre backdrop for the sixteenth session. Despite forebodings occasioned by grave matters such as these, the General Assembly made heartening progress in a number of directions before the session was interrupted for the Christmas interval.

## Appointment of Acting Secretary-General

The sudden death of the Secretary-General came as a profound shock to the United Nations at an especially critical juncture. Until a successor to Dag Hammarskjöld could be found (and few believed that he could be replaced), there was a serious risk of paralysis in activities, notably in the Congo. A sense of urgency, therefore, encouraged the intensive diplomatic activity in New York and elsewhere that resulted in unanimous approval for the appointment of the Permanent Representative of Burma, U Thant, as Acting Secretary-General for the unexpired portion of Mr. Hammarskjöld's term of office. This appointment did much to bring new vigour into the session, since the new chief administrator was able to assume office without sacrificing any of the authority required for the fulfilment of his heavy tasks. Soviet insistence on the "troika" proposal, though not withdrawn, was at least muted for the time being.

## Effects of Atomic Radiation

On the initiative of Canada, the General Assembly directed its attention at an early stage to the problem of radiation hazards, which had once again alarmed world opinion as a result of the sharp increases in radioactive fallout levels following Soviet tests in the atmosphere. On October 27 the Assembly overwhelmingly supported a proposal put forward by Canada and 24 other member states with a view to focusing world attention on this issue. In addition to accelerating research on the effects of radiation, the Canadian proposal envisaged a new global system for measuring the incidence of radioactivity in the atmosphere. The World Meteorological Organization was invited to extend its own meteorological reporting system to include measurements for this purpose. A study of the technical feasibility of this far-reaching scheme is already being carried out by the WMO in consultation with the United Nations Scientific Committee on the Effects of Atomic Radiation and the International Atomic Energy Agency.

## Peaceful Uses of Outer Space

The General Assembly also gave unanimous approval to a resolution outlining a programme for international co-operation in the use of outer space for peaceful purposes. This comprehensive proposal, which Canada helped to formulate, embodied the following points: the United Nations would be made a clearing-house for all information on outer space activities, including the launching of satellites and co-operation for the peaceful uses of outer space; special emphasis would be given to study of the basic physical forces affecting climate and the possibility of large-scale weather modification; steps would be taken through the International Telecommunications Union and related organizations for the establishment of effective operational satellites communications. To these ends the United Nations' 24-member Committee on the Peaceful Uses of Outer Space has been expanded and given new life and new responsibilities. Canada is a member of this body.

Particularly gratifying is the fact that the Assembly specifically endorsed a view emphasized by Canada that outer space should be freely available for exploration and use by all nations in conformity with accepted principles of international law, including a prohibition on the appropriation of outer space and celestial bodies by any state.



## United Nations Financing

One of the most important questions on the agenda of the sixteenth regular session was that relating to the financing of its peace-keeping operations. As of August 1, 1961, the United Nations had received \$41,709,123 of an approved budget for the United Nations operation in the Congo of \$100 million for the ten months ending October 31, 1961, and only \$4,302,312 of the almost \$19 million authorized for the United Nations Emergency Force for the year 1961. In addition, \$21,199,009 was still owing for ONUC in 1960 and \$21,078,614 from 43 countries for UNEF expenses between 1957 and 1960. The Assembly, therefore, had to decide whether the United Nations could, under the circumstances, continue to play a significant role in the field of peace and security and provide emergency aid in critical situations.

After prolonged discussions, the General Assembly finally took the extraordinary step of authorizing the Secretary-General to issue bonds in the amount of \$200 million, to be repaid from the regular budget of the United Nations over a period of 25 years. The proceeds from the bond issue would be used to meet the growing cash deficit of the organization. It also decided to seek an advisory opinion from the International Court of Justice on the question of the legal obligation of members under Article 17 (2) of the Charter to contribute to the costs of the United Nations operations in the Middle East and the Congo. Canada played an active role in having these measures taken and co-sponsored the resolutions embodying both these proposals.

## Chinese Representation

For the first time since 1950 the question of the representation of China in the United Nations was debated substantively. With the abandonment of the moratorium that had prevailed from 1951 to 1960, the Assembly decided, with Canadian support, that any proposal to change the representation of China would be regarded as an "important" question under the United Nations Charter and would therefore require a two-thirds majority vote. A Soviet resolution calling for the immediate removal of the Formosan representatives and their replacement by a delegation representing the authorities in Peking, to which Canada was opposed, was defeated. Canada was willing to consider carefully any solution that would embody the general judgment of the Assembly and serve the cause of justice and peace. Canada believed, however, that such a solution could not include the extinction of the political identity of Formosa. Moreover, the past record of the Peking regime gave rise to grave doubts that it could accept the Charter principle that member states should be peace-loving and refrain from threats or use of force.

## UN Activities in the Middle East

In addition to the peace-keeping activities in the Congo, the United Nations continued field operations in Kashmir and the Middle East. Besides serving on the Secretary-General's Congo Advisory Committee, Canada provided personnel for service in all of these areas. The Canadian contingent of more than 900 men remained the second largest national group in the United Nations Emergency Force in the Middle East, which,

with the United Nations Truce Supervision Organization, to which Canada also contributes military personnel, exerts a significant stabilizing influence on relations between Israel and the neighbouring Arab states. Canadian support for the relief and rehabilitation programmes of the United Nations Relief and Works Agency for Palestine Refugees was directed toward the same objective of promoting stability in the region.

### Admission of New Members

With other Commonwealth members, Canada co-sponsored the resolutions admitting Sierre Leone and Tanganyika to membership in the United Nations. With the further addition to its numbers of Mauritania and Outer Mongolia and the resumption by Syria of the seat it had occupied before joining with Egypt in the United Arab Republic, the organization counted 104 members as the sixteenth session adjourned on December 20.

### Canadian Elected to International Law Commission

Mr. Marcel Cadieux, Deputy Under-Secretary of State for External Affairs, was elected to the International Law Commission. Canada regards this honour as a recognition of its unique experience with the two major legal systems of the Western world.

### Other Matters

The Canadian initiative in favour of a World Food Programme is covered elsewhere in this report, as is the Assembly's handling of the complex of colonial questions which occupied so much of the attention of the United Nations during 1961.

### III

## DISARMAMENT AND NUCLEAR TESTING

Throughout the year the great importance which the Canadian Government attached to disarmament, as a basic means of increasing international security and of strengthening the prospects for a peaceful world, was reflected in the continuing efforts of Canadian representatives, both at the United Nations and elsewhere, to facilitate the solution of outstanding problems in this field. Although hopes for an early agreement on the cessation of nuclear weapons tests under a reliable system of international control suffered a serious setback at the end of August, when the Soviet Union renounced the voluntary moratorium and undertook an extensive series of tests, this retrograde step was counter-balanced at the end of the year by the agreement between the United States and the Soviet Union to renew multilateral negotiations on disarmament. For the sake of clarity, it is convenient to trace developments with respect to nuclear tests and disarmament during 1961 under separate headings, although the two topics are, of course, closely interrelated.

### Disarmament

At the resumed session of the fifteenth United Nations General Assembly in the spring of 1961, the Assembly unanimously decided to defer action on all pending resolutions on disarmament until its sixteenth session. A major factor behind this decision was the agreement announced by the United States and the Soviet Union that they would continue to explore bilaterally the question of the resumption of negotiations, including such matters as the composition of the negotiating body and the principles which should govern renewed negotiations. It was agreed by the two powers that the outcome of these talks would be reported to the sixteenth session. Canada welcomed this agreement and expressed the hope that the talks would lead to the early resumption of multilateral disarmament negotiations, which had been broken off in June 1960. Bilateral talks between the U.S.A. and the U.S.S.R. were held in Washington and Moscow during the summer and in New York during the two weeks preceding the opening of the sixteenth session of the General Assembly. Canada kept closely in touch with the course of these negotiations and through consultation made its views known on the matters under discussion. On September 20, the representatives of the two governments submitted their report, which noted that, while they had been unable to reach agreement on the composition of a negotiating body, they had been successful in formulating a joint statement of principles to guide resumed disarmament negotiations. The principles agreed on are fully in harmony with Canadian disarmament policy; on all important aspects they also conform to the disarmament statement issued by the Commonwealth prime ministers in March 1961.

On September 25 President Kennedy submitted to the General Assembly a new disarmament programme. This programme had been prepared by the United States in close collaboration with Canada and



others of its Western allies. While the programme was in preparation, the Canadian Government had specific proposals to make for its improvement and, in its final form, the plan embodies Canadian suggestions at a number of significant points. On several counts the new proposals, to which the Canadian Government has given its full support, are an advance over previous Western disarmament plans. Important measures for reductions in all the main areas of military capability, including those related to manpower levels, conventional armaments and nuclear weapons, are contained in the first stage of the programme. The control procedures applicable to these measures are specified in considerable detail, and more prominence than hitherto is given to the need to develop progressively reliable peace-keeping machinery as disarmament proceeds. In harmony with the joint statement of principles, the plan explicitly accepts the commitment to continue without interruption the effort to achieve agreement on a programme of general and complete disarmament, while, at the same time, it emphasizes the need to reach early agreement on the implementation of as many individual measures of disarmament as possible.

Expressing Canadian support for the new programme in the House of Commons on September 26, the Prime Minister said:

The new plan does not stop at pious deference to the ultimate goal of general disarmament. It provides an opportunity for undertaking immediate measures to put a stop to the arms race, to reduce the danger of surprise attack and reverse the frightening spiral of threats to peace which now confronts the world. It is clear proof of the fact that the Western nations are not out to promote empty slogans but are sincerely desirous of seeking active, concrete disarmament as soon as possible.

At the sixteenth session of the General Assembly, it was recognized that, in the light of U.S.-Soviet agreement on the principles which should guide future disarmament negotiations, the next step should be to set up an appropriate negotiating body as soon as possible. Through its representatives, Canada, both in public and behind the scenes, constantly emphasized the urgency of overcoming the remaining obstacles to an early resumption of detailed negotiations in an agreed forum, and was active in suggesting various practical steps to this end. In the major Canadian intervention during the disarmament debate, the Secretary of State for External Affairs outlined on November 24 the Canadian position on disarmament and advanced suggestions with respect to the composition and procedures for a new negotiating body. In particular, he emphasized the advantages to be derived from broadening the representation of the committee to include states from all the main geographical regions of the world. He also stressed the importance of recognizing the responsibility for disarmament which was vested in the United Nations as a whole and the value of making provision for regular reports from the negotiating body to the Disarmament Commission, composed of the entire United Nations membership. Both the need for a more representative composition for the negotiating body and the importance of providing all members of the United Nations with regular reports on the negotiations were given full recognition in the agreement finally reached. He also expressed confidence that, despite the serious difficulties which disarmament entailed, progress could be made through detailed substantive negotiation:

I have no desire to gloss over differences. Indeed, on the important matter of the verification methods, we must admit frankly that the two sides are still a long way apart. I believe such difficulties can be resolved

in the course of detailed negotiations. The results which the U.S.A. and the U.S.S.R. were able to achieve last summer were proof that conflicting viewpoints can be brought together through careful and painstaking efforts.

In response to the prevailing view that an acceptable solution to the composition of the disarmament negotiating body and related questions could best be achieved through direct negotiation between the United States and the Soviet Union, the General Assembly unanimously adopted a resolution submitted by India that called on the two powers to discuss these matters bilaterally and to submit a report on the results of their negotiations before the end of the session.

While these bilateral talks were in progress, the Assembly took action on two proposals dealing with the problem of limiting the wider dissemination of nuclear weapons. The first of these, submitted by Sweden, was directed toward the possible creation of what is commonly referred to as a "non-nuclear club". It requested, *inter alia*, the Secretary-General of the United Nations to conduct a survey "as to the conditions under which the countries not possessing nuclear weapons might be willing to enter into specific undertakings to refrain from manufacturing or otherwise acquiring such weapons and to refuse to receive in the future nuclear weapons on their territories on behalf of any other country". The Assembly adopted this proposal by a vote of 58 in favour, 10 opposed and 23 abstentions. Canada voted for the resolution, since it was considered that the suggested survey could serve a useful purpose in clarifying national viewpoints on this important question. On the substance of this question the Canadian Representative made clear that the Canadian reply to the Secretary-General's enquiry would reflect the continuing policy of the Government that the only effective means to prohibit the wider spread of nuclear weapons was through the adoption of a broad international agreement binding on all states alike.

The Assembly also adopted unanimously a resolution submitted by Ireland concerning the prevention of the wider spread of nuclear weapons. This resolution called on states to use their best endeavours to secure an international agreement containing provisions under which (a) the nuclear powers would undertake to refrain from relinquishing control of nuclear weapons or the information necessary for their manufacture to states not possessing such weapons, and (b) the non-nuclear powers would undertake parallel obligations not to manufacture or otherwise acquire control of nuclear weapons. Canada gave its full support to this resolution, which expressed cogently the need to conclude satisfactory international agreements on this important matter.

Meanwhile the bilateral talks between the United States and Soviet Delegations resulted in an agreement which was embodied in a resolution submitted jointly by the two powers shortly before the Christmas recess of the sixteenth session. This resolution, which the Assembly adopted unanimously, endorsed the agreement to resume disarmament negotiations "as a matter of urgency", on the basis of the joint statement of principles in a new committee composed of the ten states which had been members of the previous negotiating body (Britain, Bulgaria, Canada, Czechoslovakia, France, Italy, Poland, Roumania, the U.S.A. and the U.S.S.R.) and eight other states chosen on the basis of geographical representation and not associated with either the Western powers or the Soviet bloc (Brazil, Burma, Ethiopia, India, Mexico, Nigeria, Sweden and the United Arab



Republic). This agreement embodied the Canadian view that future disarmament negotiations would be facilitated by the participation of states from geographical areas not previously represented, and met the Canadian concern that the United Nations should be kept fully informed of the work of the Conference, since it required the new Disarmament Committee to report to the General Assembly on the outcome of the negotiations, and to make a progress report to the Disarmament Commission not later than June 1, 1962. At the close of the year it was anticipated that the resumed negotiations would get under way early in the spring of 1962.

### Nuclear Weapons Tests

In an effort to break the deadlock prevailing at the Geneva test ban talks, the U.S.A. and Britain submitted to the Soviet Union early in 1961 a series of revised proposals representing significant concessions on a number of key issues. In April, the two Western powers also tabled a complete draft treaty embodying their revised proposals as a basis for an international agreement to ban nuclear weapons tests under effective international control. Not only did the new Western proposals encounter a completely negative response from the Soviet Union, but the latter reversed its previous position on several crucial questions. Specifically, the Soviet Union demanded that the previously accepted single administrator for the control organization should be replaced by a tripartite administrative council which would, in effect, introduce a Soviet veto over every aspect of the practical functioning of the control system. In addition to this retrograde step, the Soviet Union continued to maintain an unacceptable position with regard to the quota of annual "on-site" inspections which would be permitted under the treaty, and refused to co-operate in framing satisfactory arrangements with respect to the problem of small-scale underground tests for which no effective inspection system had been devised. As a result of Soviet intransigence on these questions, the negotiations again reached a stalemate. It was at this stage that the Soviet Union took the position that the only solution was to merge the test ban talks with negotiations on general and complete disarmament.

The Soviet announcement on August 30 of the intention to resume tests created widespread anxiety and focused attention on the nuclear testing problem as an issue of paramount importance at the sixteenth session of the General Assembly. Five resolutions were adopted under the two agenda items concerned with this problem. In response to Premier Khrushchov's announcement that the Soviet Union intended to conclude its testing programme with the explosion of a 50-megaton nuclear device, Canada played a leading part in securing the adoption of a resolution appealing to the Soviet Union not to carry out this project. The Canadian Government also made a direct protest to the Soviet Union regarding its announced intention. Although the resolution, which, in addition to Canada, was sponsored by other countries particularly vulnerable to the fallout which would result from the test, was carried by an overwhelming majority in the Assembly, the Soviet Union disregarded the appeal and conducted the most powerful nuclear explosion ever recorded.

In line with Canada's firm opposition to tests of nuclear weapons, the Canadian Delegation also gave its full support to two resolutions designed to meet the situation created by the breakdown of the voluntary moratorium. The first of these, submitted by India and sponsored by a number of other countries, urged the nuclear powers to refrain from further test



explosions "pending the conclusion of necessary internationally binding agreements in regard to tests". This resolution was adopted by a vote of 71 in favour (including Canada), 20 opposed and 9 abstentions. The Western nuclear powers voted against the resolution on the ground that it did not require that the cessation of tests be made dependent on the conclusion of an agreement providing for adequate international verification and control. The Soviet bloc also opposed the resolution on the ground that it put too much emphasis on the need for a separate international agreement regarding the cessation of tests. The other resolution on this subject, jointly sponsored by the U.S.A. and Britain, urged the states negotiating at the Conference for the Discontinuance of Nuclear Tests in Geneva "at once to renew their efforts to conclude at the earliest possible time a treaty on the cessation of nuclear weapons tests". This resolution spelled out in some detail the principles on which the international control provisions of a nuclear test ban treaty should be based. Although it was adopted by a substantial majority, the resolution was vigorously opposed by the Soviet bloc, which claimed that the Western powers were seeking "to impose" negotiations on the U.S.S.R.

The last phase of the debate on these items concentrated on two resolutions, sponsored, in the main, by African delegations, which in their scope went beyond the field of nuclear testing. The first called upon all states to refrain from carrying out nuclear tests in Africa, to refrain from using African territory for "testing, storing or transporting nuclear weapons", and to respect the African continent as a denuclearized zone. The second resolution sought to declare that the use of nuclear weapons under any circumstances was contrary to the Charter of the United Nations and international law. While it had every sympathy with the motives of the sponsors of these two resolutions, Canada was unable to support the specific measures they proposed. The first of these resolutions was adopted by the Assembly by a vote of 55 in favour, none opposed, with 44 abstentions (including Canada); the second was adopted by a vote of 53 in favour, 19 against (including Canada), with 29 abstentions.

At the end of the debate on nuclear tests in the United Nations, the United States and Britain proposed that the test-ban negotiations at the Geneva Conference, which had been in recess since early September, be resumed on November 28. The Soviet Union agreed to resume the talks, but submitted, as a basis for further negotiations, a "draft treaty" which ignored the requirement that the cessation of tests should be subject to a system of international control. After a few meetings, it became apparent that the Soviet Union was rejecting the basis on which the negotiations had proceeded during the past three years and was seeking, in a somewhat different form, an uncontrolled moratorium on tests which the two Western powers have consistently found unacceptable.

## IV

### AFRICA

In his foreword to the last report of the Department, the Secretary of State for External Affairs said that the real significance of 1960 lay in the fact that it was the year in which the continent of Africa "came of age". Sixteen new African states had become members of the United Nations and, for the first time in history, the independent voice of Africa was raised in the councils of the world. He concluded by saying that "the degree of success which attends the future political and economic development of the continent of Africa is bound to exert a profound influence on the course of world history".

The events of 1961 have confirmed the expectation that African affairs would occupy the attention of the world. At the United Nations, African problems, including the Congo, Angola, and debates on colonialism and on race conflict in South Africa, have been among the major items on the agenda. Three more African countries joined the United Nations, Sierra Leone, Mauritania and Tanganyika, making a total of 29 African members out of a total membership of 104. Consequently, African questions have received the most serious and detailed consideration at the meetings of UN bodies. At the same time the new African members have taken a serious and responsible interest in all issues coming before the General Assembly.

The growing importance of Africa in the world has been reflected by a strengthening of Canadian diplomatic relations with African countries and by increased contacts between Canada and Africa. In December, the Government announced that it intended to open a High Commissioner's Office in Dar-es-Salaam, Tanganyika, and an Embassy in Yaoundé, Cameroun. The Ambassador in Cameroun will also be accredited to neighbouring French-speaking African states.

Under the special Commonwealth African Assistance Programme, Canada has undertaken a \$1-million Aerial Survey Programme for Nigeria and other programmes for technical and educational assistance are under way. A special \$300,000 programme for educational assistance to French-speaking countries of Africa has also been set up with the assistance and advice of French-language education authorities. A military mission of 30 Canadian army officers was sent to Ghana toward the end of the year to assist in the training and organization of the Ghanaian armed force. Numerous visitors have come to Canada from Africa during the year, increasing Canada's knowledge of the African peoples. These have included students, technicians, teachers and journalists, as well as government officials. A Nigerian trade mission, headed by the Nigerian Minister of Trade and Industry, visited Canada in September. The Nigerian Minister of Defence and the Prime Minister of the Western Region of Nigeria also visited Canada in October.

## African Independence

As a country which has itself only achieved full independence comparatively recently, Canada has the greatest appreciation for the tremendous achievement of the African peoples in gaining self-determination and independence, for the most part by peaceful means, in the past few years.

This peaceful evolution has been most notable in the French and British territories, because of the policy of the French and British in developing institutions of self-government and the establishment of a cadre of trained government officials who were prepared to take over responsibility for their country's affairs. At the same time, the achievement of independence and responsibility has unleashed a great store of human energy which is seeking economic and social progress in each new country. In their external relations, the new countries of Africa have generally followed a policy of non-alignment, seeking neutrality between East and West.

### The Congo

An exception to the rule of peaceful and orderly evolution of independence has, unfortunately, been the Congo. Throughout 1961 this country, which was not politically prepared for independence despite its relatively high level of economic and social development, continued to be torn by violence. United Nations forces endeavoured to maintain an uneasy truce between hostile factions, while senior UN administrators worked to promote the unity of the country and the establishment of an effective government organization. The Secretary-General of the United Nations, Mr. Dag Hammarskjöld, lost his life in a personal effort to bring about a peaceful solution.

The greatest single problem was the position of the province of Katanga, which refused to recognize the authority of the central government. Fighting between the United Nations forces and the local *gendarmerie* of Katanga broke out in September and again in December as a result of United Nations determination to expel the foreign mercenaries employed by the Katangan Government. Hostilities were terminated when President Tshombe of Katanga met with the Prime Minister of the central government, Mr. Adoula, on December 20 and agreed to recognize the unity of the Congo and to send representatives to the central Parliament in Leopoldville.

Throughout the series of crises in the Congo, the Canadian Government has supported the efforts of the United Nations to bring about peace and unification and has recognized the necessity for the United Nations to provide military, technical and financial assistance until this potentially rich country is capable of managing its own resources. Canada has served as a member of the Secretary-General's Advisory Committee on the Congo and has provided transport aircraft, administration and maintenance personnel and communication units to the United Nations forces.

### Angola

Until the beginning of 1961, the outside world had heard very little about the Portuguese territories in Africa. It appeared that the strong tide of African nationalism had scarcely touched the principal Portuguese



possessions Angola and Mozambique. The Portuguese Government has always maintained that its territories in Africa are overseas provinces, an integral part of Portugal itself, and it has denied the validity of United Nations requests that it should supply information about them, as non-self-governing territories, to the United Nations, as required by Chapter 11 of the Charter.

In March 1961 the calm of Portuguese Africa was shattered by a violent outbreak of terrorism in the northern part of Angola. Rebel forces took control of a large area on the northern border, and in the bitter fighting which followed as the Portuguese armed forces regained control, many thousands of persons were killed and over 100,000 refugees fled across the border to the Congo. By the end of the year, the Portuguese reported that order had been restored and that a large number of the refugees were returning to their homes in Northern Angola.

On April 20, 1961, the United Nations General Assembly passed a resolution on Angola which recognized the conflict as a threat to international peace and security and asked the Portuguese Government to implement a series of reforms in Angola which would enable its people to proceed towards independence as envisaged in the Colonial Declaration, Resolution 1514 (XV), and set up a special committee to examine the situation.

In November 1961, the general problem of the transmission of information to the United Nations on Portuguese overseas territories was again considered. A resolution was passed condemning Portugal for its failure to comply with earlier resolutions and setting up a seven-member committee to examine information available on Portuguese territories. The Canadian Representative, in explaining that Canada would support this resolution, emphasized the hope that the inhabitants of territories administered by Portugal would be enabled and assisted to move progressively towards a full measure of self-government as envisaged by the Charter of the United Nations. At the end of 1961, the sub-committee report on the situation in Angola was published. It urged measures by Portugal which would correct the grievances of the population and recommended negotiations with the nationalists. In this way, it suggested, conflict could be ended and the positive elements of Portuguese policies and achievements could be preserved. The report was to be examined by the General Assembly at its resumed session in early 1962.

### South Africa

A third important African issue which concerned the United Nations throughout 1961 and for which a solution has not yet been found is the question of race conflict in South Africa. Shortly after the announcement in March of South Africa's intention to withdraw from the Commonwealth, reported in a later chapter, two resolutions concerning South Africa's *apartheid* policies were introduced at the resumed session of the fifteenth General Assembly. One, sponsored by the African members and calling for economic and political sanctions against South Africa, failed to attain a two-thirds majority and was withdrawn; the other, sponsored by Asian delegations, condemned South Africa's racial policies in equally strong terms but did not call for general sanctions, suggesting rather that each member take such action as was open to it, in conformity with the

Charter, to bring about the abandonment of racial discrimination in South Africa. This resolution was adopted by 95 votes in favour, including Canada, with one against.

At the sixteenth regular session of the General Assembly two resolutions dealing with South Africa's *apartheid* policies were again placed before the General Assembly. One, sponsored by the African members, condemned in the strongest terms South Africa's continuing practice of *apartheid* policies and called for the expulsion of South Africa from the United Nations and for diplomatic and economic sanctions to be imposed by all members of the United Nations. An alternative resolution, sponsored by Asian countries, condemned South Africa's racial policies in equally strong terms, urged all states to take individual action to bring about an abandonment of these policies and again called upon South Africa to change its policies. Amendments to the Asian resolution were proposed which would have had the effect of calling for South Africa's expulsion from the United Nations, an arms embargo and oil sanctions.

It was the Canadian Government's view that the maximum international pressure should be brought upon the South African Government to change its racial policies, which were abhorrent to the whole world community, but that this could not be achieved by expelling South Africa from the United Nations or by isolating it from the rest of the world.

Canada therefore voted in committee against clauses in the African resolution which called for South Africa's expulsion from the United Nations and abstained on the clauses calling for economic sanctions and on the resolution as a whole. Because these clauses failed to obtain a two-thirds majority, the resolution was withdrawn before a final plenary vote. The Asian resolution, after the defeat of the amendments to which more than a third of the delegations, including the Canadian, were opposed, was adopted by 97 votes in favour, including Canada, with only Portugal and South Africa voting against it.

## V

### INDOCHINA

In fulfilment of an international commitment not under the United Nations, Canada has continued to serve on the International Commissions for Vietnam and Cambodia set up as a result of the Geneva Conference of 1954. It has resumed service on the International Commission for Laos, which was established in 1954 and was adjourned *sine die* in July 1958 following a request by the Laotian Government for its withdrawal. Altogether the year was one of the most active the Commissions have known for some time.

#### Vietnam and Cambodia

Early in 1961, both the Vietnam and Cambodia Commissions, at the request of the Co-chairmen of the Geneva Conference (the United Kingdom and the Soviet Union), reduced the number of personnel serving with the Commissions. The fixed team in Cambodia and four fixed teams in Vietnam were withdrawn and their duties divided among those remaining.

In Vietnam no progress was made towards the political settlement envisaged in the final declaration of the Geneva Conference of 1954. (This settlement was to have been "on the basis of respect for the principles of independence, unity and territorial integrity".) During the year the situation became increasingly troubled, with a mounting number of complaints received from both parties. The Republic of Vietnam, in particular, sent to the Commission a large number of complaints concerning acts of subversion, sabotage and espionage alleged to have been fomented by the Democratic Republic of Vietnam. In June the Commission decided that it had the competence and duty to entertain and investigate these complaints under the Geneva Agreement. They are now being considered by the Commission.

The Commission in Cambodia continued its activities on a limited scale in 1961.

#### Laos

The critical situation in Laos which had developed following the *coup d'état* of August 1960 continued throughout 1961, despite a provisional cease-fire in May and the prolonged negotiations at Geneva of an International Conference for the Settlement of the Laotian Problem.

At the beginning of the year the position was that Prince Souvanna Phouma had sought refuge in Cambodia and been voted out of office by a majority of the members of the National Assembly; a government headed by Prince Boun Oum had been established by royal decree; General Phoumi had captured Vientiane, and Captain Kong Lae (who supported Prince Souvanna Phouma) had withdrawn his forces and established a working basis of co-operation with the Pathet Lao. With the



Kong Lae and Pathet Lao forces being supplied by Soviet airlift and by North Vietnam, and with the army of the Royal Laotian Government dependent on aid from the United States, the danger of the conflict spreading beyond Laos was causing grave international concern.

Suggestions were made that the International Commission, which had adjourned *sine die* in July 1958, should be reconvened. As the Secretary of State for External Affairs explained to the House of Commons on January 16, Canada was fully in sympathy with the desire to act quickly in a critical situation but had some doubts whether the terms of reference given to the Commission in 1954 were wholly appropriate to the changed circumstances. Nevertheless he indicated Canada's willingness, if the United Kingdom and the Soviet Union, as Co-chairmen of the Geneva Conference, so requested, and subject to the agreement of the King of Laos, to appoint a Canadian representative to a reconvened Commission.

On April 24 the British and Soviet Foreign Ministers, in their capacity as Co-chairmen, appealed to the Laotian parties to agree on a cease-fire, requested the Government of India to reconvene the International Commission for Laos, and invited the Governments of Burma, Cambodia, Canada, the Chinese People's Republic, the Democratic Republic of Vietnam, France, India, Laos, the Polish People's Republic, the Republic of Vietnam, Thailand, the U.S.S.R., the United Kingdom and the United States to participate in an international conference for the settlement of the Laotian problem.

In response to the Co-chairmen's request, the International Commission met in New Delhi on April 28 and moved to Laos on May 8. Meanwhile, on May 3, the parties to the hostilities in Laos ordered a cease-fire, and the International Commission was able to report, soon after its arrival in Laos, that a *de facto* cease-fire was in effect.

The International Conference to work out a new agreement for Laos met in Geneva on May 16. By the end of the year the Conference had nearly completed its work. A main concern of the Canadian delegation at the Conference was to ensure that adequate terms of reference were provided to the International Commission so that it could effectively carry out the tasks which the Conference would entrust to it.

In Laos itself an uneasy truce prevailed during the last eight months of 1961. No Laotian government enjoyed general international recognition, and although meetings of delegations representing the three political "tendencies" were held over a period of several months and the leaders met on three occasions very little progress was made towards securing an agreement on a government of national unity as envisaged by the Conference at Geneva. By the end of the year, however, there were hopeful signs that such an agreement might not be too far away, and tentative agreement had been reached that Souvanna Phouma would serve as Prime Minister of the coalition government.

## VI

### NATO AND DEFENCE

#### Canada and NATO

In addition to support for the United Nations, support for the North Atlantic Treaty Organization continued to be one of the cornerstones of Canada's foreign policy. As the Secretary of State for External Affairs said: "The Alliance continues to provide not only the best possible insurance against aggression but also the most effective political instrument we have yet devised for consultation with like-minded Western nations in respect of the highly important issues which divide the world."

During the year, a Canadian army brigade and air division were maintained in Europe and, with the deterioration in the international situation and the increase in tension resulting from Soviet pressures over Berlin, steps were taken to strengthen both the brigade and the air division by an increase in personnel. Naval forces assigned to NATO under the Supreme Allied Commander Atlantic were also strengthened by bringing the ships' complements up to the numbers needed for a prolonged emergency. In addition, to improve the general military effectiveness of the forces in Canada, and particularly those earmarked for the strategic reserve, plans were made to increase the strength of army formations by 8,950 and air force units by approximately 1,000. These measures provided further evidence of Canada's continuing support for the Alliance and of its intention to stand solidly with its NATO partners.

The regular spring meeting of the NATO foreign ministers was held in Oslo from May 8 to 10 under the chairmanship of its new Secretary-General, Mr. D. U. Stikker, who succeeded M. Paul-Henri Spaak. While re-affirming that the Alliance would never be used for aggression and that it threatened no one, the members noted that the Soviet threat which drew them together "is now not only military but also has world-wide political, economic, scientific and psychological aspects". In the review of the international situation, the Soviet threat to Berlin and the progress of disarmament and nuclear tests negotiations were considered. The ministers expressed again their determination to maintain the freedom of West Berlin and its people. The meeting also reaffirmed the statement in the 1958 Declaration that "the denunciation by the Soviet Union of the inter-allied agreements on Berlin can in no way deprive the other parties of their rights or relieve the Soviet Union of its obligations".

On disarmament and the suspension of nuclear tests, the Council maintained that disarmament by stages under effective international control continued to be one of the principal objectives of the member governments and expressed the hope that negotiations would soon be resumed. It was agreed that the position of the allied negotiating members would be developed in close consultation with the Council. The ministers

regretted the negative attitude taken by the Soviet Union on the draft treaty on the suspension of nuclear tests submitted by the Governments of the United States and United Kingdom but hoped that the Soviet Union would join in an effective treaty as a first and significant step towards disarmament.

Other questions on which there were consultations included the Congo, colonialism and the United Nations. Canada took the occasion to point out the value to NATO of its participation in the United Nations Congo operation and in Laos. These peace-keeping activities, in the Canadian view, were important to the objective of maintaining peace. Canada also urged that NATO members should play their full part in the United Nations.

Serious consideration was also given at the Oslo meeting to political consultation among members in the Council. Canada emphasized the principle of equality of membership and the need for a greater measure of political co-operation and unity in NATO but underlined the disadvantages of attempting to formulate bloc policies, especially with respect to issues arising at the United Nations. The frank discussions on the international situation at the meeting were considered as indicative of the progress that had been made in the development of the process of political consultation, and Canada welcomed the emphasis given by the meeting to the importance of close and constant consultation.

The annual ministerial meeting convened in Paris, December 13-15, 1961, with the Secretary of State for External Affairs, the Minister of Finance, and the Minister of National Defence leading the Canadian delegation. The international situation, particularly with regard to the Soviet-provoked crisis in Berlin, was thoroughly reviewed. Canada made it clear that, in its opinion, a basis for settlement of the Berlin problem must be sought, and that the freedom of West Berlin and the right of the West to uphold that freedom were not negotiable. At the same time, the Canadian delegation emphasized the desirability of the West's entering into negotiations with the U.S.S.R. on the Berlin problem as soon as possible and of determining whether it might not be possible for the United Nations or its agencies to play a useful role in facilitating a durable agreement between the main powers concerned.

The Canadian position was made known to the Council, which heard the views of all the members of the Alliance, particularly the three powers having special responsibilities for Berlin. As announced in the final *communiqué* of the meeting, "the Council heard statements on Berlin by the foreign ministers of the countries most directly concerned, and was informed of the intention to resume diplomatic contacts with the Soviet Union, in accordance with the aims which the West is pursuing for the maintenance of world peace and in the hope that these contacts might serve to determine whether a basis for negotiation could be found. Their colleagues approved the resumption of diplomatic contacts and expressed the hope that a negotiated settlement could be achieved." The ministers agreed that rights and obligations confirmed by international agreements could not be written off unilaterally by the Soviet Union concluding a "peace treaty" with a regime of its own creation, and they re-affirmed the responsibilities which each member state had assumed for the security and welfare of Berlin. They agreed that the Alliance must adhere to its firm course, combining strength with a willingness to seek solutions by peaceful means.



### North American Defence

The continuing close and effective co-operation between Canada and the United States in the defence of the North American area of NATO was reflected in an agreement concluded on June 12 whereby Canada agreed to assume responsibilities, hitherto resting on the United States, for the manning, operation, maintenance and financing of 16 radar stations of the Pine Tree Line; the United States agreed to furnish 66 F 101-B interceptors and appropriate support equipment for RCAF squadrons assigned to NORAD; and both governments agreed to contribute to the procurement in Canada of F 104G aircraft to the extent of \$200 million (the United States share being \$150 million and Canada's share \$50 million), thus permitting them to make a significant contribution to NATO under their respective Defence Assistance and Mutual Aid Programmes.

In announcing this agreement in the House of Commons on June 12, the Prime Minister said that it reflected:

... a genuine effort to find a way for each to co-operate with the other, to the benefit not only of both but of mutual allies as well... The agreement is... more than just a bilateral agreement. It expresses the desire to make common use of those resources which each possesses and which can be made available for the benefit of each other and our partners in NATO in the pursuit of peace, and makes possible a more substantial contribution toward the security of the West than could be made by either government acting alone.

## VII

### THE COMMONWEALTH

Speaking in the House of Commons during the External Affairs debate in September 1961, the Prime Minister said in part:

Canada's foreign policy can be summed up in three short paragraphs. First, continuing support for a strong and effective United Nations without which peace cannot be achieved...Second, the need of a strong and effective North Atlantic Treaty Organization...Finally...we believe in the extension and development of a strong Commonwealth of Nations, believing that no other association throughout the world has a greater influence for good.

The Commonwealth continued significantly to develop its unique association in 1961. Faced with the grave and divisive problems which beset the world during the year and with fundamental problems of principle, membership and cohesion within the institution itself, the members of the Commonwealth succeeded in strengthening their association through that readiness to understand one another's difficulties which has become characteristic of it.

#### Membership

The number of sovereign member countries of the Commonwealth increased to 13 in 1961. Three newly independent states chose to apply for membership, and South Africa withdrew its request to remain in the Commonwealth as a republic.

#### Commonwealth Prime Ministers' Meeting

The prime ministers of the Commonwealth met in London in March 1961 for the tenth time since the close of the Second World War. Seldom has a prime ministers' meeting been watched with greater interest throughout the world. The racial (*apartheid*) policies of the South African Government had been denounced by many of the Commonwealth leaders assembled in London. South Africa had chosen to become a republic and was obliged to apply for continued membership. The Commonwealth leaders sought to persuade the South African Prime Minister that his Government's policy of *apartheid* could not be considered a domestic matter but must be regarded as a policy inconsistent with the basic principles which were recognized as prerequisites for membership in the modern multi-racial Commonwealth. The prime ministers hoped to find their South African colleague willing to consider alteration of this policy but had also to consider the consequences of South Africa's refusal to accept the general will. It was made clear to the Prime Minister of South Africa that there was no room in the Commonwealth for a nation whose leaders refused to make even the smallest concession on the doctrine of *apartheid*. After three days of intensive discussion, the Prime Minister

of South Africa announced that he had withdrawn his country's application to remain in the Commonwealth after becoming a republic on May 31. The official *communiqué* issued on March 15, 1961, stated:

At their meeting this week, the Commonwealth prime ministers have discussed questions affecting South Africa.

On March 13 the Prime Minister of South Africa informed the meeting that, following the plebiscite in October 1960, the appropriate constitutional steps were now being taken to introduce a republican form of constitution in the Union, and that it was the desire of the Union Government that South Africa should remain within the Commonwealth as a republic.

In connection with this application the meeting also discussed, with the consent of the Prime Minister of South Africa, the racial policy followed by the Union Government. The Prime Minister of South Africa informed the other prime ministers this evening that, in the light of the views expressed and the indications of their future intentions regarding the racial policy of the Union Government, he had decided to withdraw his application for South Africa's continuing membership in the Commonwealth as a republic.

In reporting to the House of Commons on his return from the meeting, Mr. Diefenbaker stated that he thought the result was unavoidable. He added:

Over the years I have contended that in a multi-racial association it had to become clear beyond doubt that, if the Commonwealth is to be a force for good, as it should be, there must be a measure of general agreement that discrimination in respect of race and colour shall not take place. I do not think we can compromise that principle if we believe that the Commonwealth has a mission for all mankind. It would lose its power to meet challenges and opportunities in the future. I am more convinced than ever as to the power of this institution touching every part of the world.

The prime ministers' meeting also considered an application for membership submitted by Cyprus, which was accepted. The President of the Republic, Archbishop Makarios, was invited to join the meetings. In addition, the prime ministers considered the application of Sierra Leone and stated in their *communiqué* that they looked forward to welcoming that country as a member of the Commonwealth on the conclusion of the necessary pre-independence constitutional processes. Sierra Leone became independent within the Commonwealth on April 27, a month after the prime ministers' meeting.

Later in the year, on December 9, 1961, Tanganyika, the first of the three East African territories, became independent, and chose independence within the Commonwealth. The Prime Minister, Mr. Julius Nyerere, stated his faith in the Commonwealth association in the following words:

Past associations are now behind us; but for the future we are linked with you in the light but enduring bonds which have made the Commonwealth of Nations so potent a force for goodwill and common sense in a world that sorely feels the want of both. I am indeed glad that this should be so.

## Disarmament

At the Commonwealth prime ministers' meeting, the Commonwealth leaders discussed in particular the problem of disarmament. At the conclusion of their meeting, they issued a statement on the subject as part of their *communiqué*, in which it was recognized that disarmament was the most important question facing the world and that the aim should be to achieve general and complete disarmament, subject to effective inspection



and control. The prime ministers agreed that every effort should be made to implement the resolution on general and complete disarmament which was unanimously adopted at the fourteenth session of the General Assembly. They also expressed their hope that negotiations on the cessation of nuclear weapons tests could be successfully concluded. The statement on disarmament was subsequently sent to the Secretary-General to be distributed to all United Nations members.

### The United Nations

The prime ministers considered various proposals for the strengthening of the United Nations through reorganization of its Councils and the Secretariat and a recasting of the role of the Secretary-General. At the conclusion of their talks on this subject "they agreed that, whatever adjustments might be made, it remained vitally important to uphold the purposes and principles of the United Nations Charter and to preserve the international and independent character of the Secretariat. They further agreed that members of the Commonwealth shared with all nations a fundamental common interest in maintaining the integrity of the United Nations as a force for orderly political, economic and social progress throughout the world".

The influence of the prime ministers' statements on disarmament, nuclear testing and the United Nations as an institution cannot be measured easily, but the variety of backgrounds and points of view represented and the moral force of the Commonwealth in the world give peculiar significance to these statements.

### Economic Assistance

During the year Canadian economic assistance to under-developed countries continued to be directed in the main to the member countries of the Commonwealth. Canadian aid was channelled through the Colombo Plan, the Canada-West Indies Aid Programme and the Special Commonwealth African Aid Plan (SCAAP). Canada's total contribution under the Colombo Plan since its inception in 1950 now exceeds \$330 million, while aid to the West Indies has been pledged to a total of \$10 million over a five-year period which began in 1958. More than 70 per cent of this assistance has already been given to the West Indies. In addition, Canada has promised aid to Commonwealth countries of Africa through SCAAP to a total of \$10.5 million for the three-year period 1960-63.

Canada continued during the year to give other forms of aid to Commonwealth countries. For example, in response to a request from President Nkrumah of Ghana, the Canadian Government agreed to provide up to 30 Canadian officers and non-commissioned officers to assist in the training of the officer corps and technicians of the Ghanaian armed forces. The first members of the team arrived in Ghana late in August. They have been attached to the Ghanaian Military Academy, the Armed Forces Training Centre, the Medical Service and the Ghanaian Air Force.

### Emergency Relief for British Honduras

In November, British Honduras, a small British dependency in Central America, was devastated by a violent hurricane, which killed more than 300 people, flattened large stands of valuable timber and virtually

destroyed the capital city of Belize. In the face of the emergency situation caused by this disaster, the Canadian Government provided more than \$60,000-worth of relief supplies for the stricken colony. In this undertaking the Government has worked very closely with the Canadian Red Cross Association.

### Commonwealth Scholarship and Fellowship Plan

Canada has been an active participant in the Commonwealth Scholarship and Fellowship Plan. Details for this plan were worked out at the Commonwealth Education Conference at Oxford during July 1959. The Oxford Conference set out certain fundamental considerations on the wider significance of education in its report, which referred to the Commonwealth as an experiment in human relations, with the welfare of all Commonwealth citizens as its objective. The Conference noted that the free association of the Commonwealth offered special opportunity for pooling resources and implied an obligation on those with more highly developed educational facilities to help their fellow members. It also recognized the opportunity which co-operation in education afforded for better and closer understanding among all.

Since the Commonwealth Scholarship and Fellowship Plan came into effective operation with the beginning of the academic year in September 1960, it has achieved substantial progress towards its goal of having 1,000 scholars studying under the Plan in various parts of the Commonwealth at one time. During the first year Canada received 101 scholars from 25 countries or dependent areas of the Commonwealth. At present, about 200 are studying in Canada, mostly at the post-graduate level. These scholars are nominated by special committees in their own countries and selected by a Canadian committee to pursue their studies at universities in all parts of Canada. Other important aspects of Commonwealth educational co-operation in which Canada has played a significant part have been the training and supplying of teachers for service in other Commonwealth countries and the laying of plans for co-operation in technical education.

A Commonwealth Education Liaison Committee established under the authority of the Oxford Conference enables governments to develop the proposals for educational co-operation agreed upon at the Conference. Each Commonwealth government is represented on the Committee, as are the dependent areas of the Commonwealth. The executive body which co-ordinates the activities of the Commonwealth Education Liaison Committee is the Commonwealth Education Liaison Unit, which, like the Committee, has its headquarters in London. The executive unit is financed by contributions from member countries.

To sustain the momentum generated by the Oxford Conference, to take stock of the progress made in the intervening period and to make further plans for the future, a Second Commonwealth Education Conference is to be convened in New Delhi from January 11 to 25, 1962. About 200 delegates from 13 member countries of the Commonwealth and from colonial territories are expected to attend.

In addition to the Commonwealth Education Programme, the Association of Universities of the British Commonwealth makes a significant contribution to Commonwealth educational co-operation. This Association, which includes almost all universities and university colleges in the

Commonwealth, stimulates a liaison service between the faculties and administrators of its member universities. The Association of Universities of the British Commonwealth, like the Canadian Universities Foundation in Canada and similar non-governmental organizations in other Commonwealth countries, plays a useful part in assisting the Commonwealth Education Liaison Committee in the administration of the Commonwealth Education Programme.

### The West Indies and British Guiana

The Federation of the West Indies, a ten-island grouping which includes Jamaica, Trinidad, Barbados, St. Lucia, Grenada, St. Vincent, Dominica, St. Christopher-Nevis-Anguilla, Antigua and Montserrat, was scheduled to become independent on May 31, 1962. However, a plebiscite held in Jamaica in September 1961 expressed that island's wish to withdraw from the Federation and seek its independence separately within the Commonwealth. The date of Jamaica's independence will be decided at a conference to be held in London in February 1962. At the end of 1961 there was uncertainty whether the other nine islands of the Federation would seek their future in an Eastern Caribbean Federation or whether some of them would wish to follow Jamaica's example and withdraw from the original ten-island grouping.

In December 1961 the Premier of British Guiana presented to the British Government a resolution passed by both Houses of the British Guiana Legislature requesting independence for that colony early in 1962.

### Africa

In addition to the achievement of independence by Sierra Leone and Tanganyika, other British territories in Africa have moved forward during the year toward the goal of independence. At the conclusion of a constitutional conference in London, it was announced that Uganda would become independent in October 1962. Kenya achieved internal self-government under a new constitution, but differences between the principal political parties have delayed the holding of a further conference, now expected to take place early in 1962, to discuss the final steps toward independence. When Tanganyika became independent, a Common Services Organization was formed to take over the functions of the former East African High Commission in providing common services in economic, commercial and communications matters. There is hope that this may provide the basis for an East African Federation when all three countries become independent.

In the Federation of Rhodesia and Nyasaland, the expected review of the federal constitution has been delayed because of constitutional struggles within the three constituent territories and concern has been expressed as to whether the Federation itself will survive. The Malawi Congress Party, under the leadership of Dr. Hastings Banda, won the elections in Nyasaland with the avowed intention of taking Nyasaland out of the Federation. In Northern Rhodesia, agreement has not been reached on the voting arrangements proposed in a new constitution which would give control to the African majority. In Southern Rhodesia a new constitution granting 15 seats to African members in a legislature of 65 and broadening the African franchise was approved by two to one in a



referendum submitted to the white electorate but has not been accepted by the African nationalists. In West Africa, Gambia will achieve internal self-government in May 1962.

### Southeast Asia

In Southeast Asia steps have been taken towards the formation of a Federation of Greater Malaysia, which will consist of the present Federation of Malaya, Singapore and the three Borneo territories of Brunei, Sarawak and North Borneo. Already the Legislature of Singapore has voted in favour of a merger with the neighbouring Federation. A commission is now being appointed to examine the position of the Borneo territories. When it has reported (perhaps in mid-1962), a constitutional conference will be held to plan for the final stages of the formation of the new Malaysian Federation.

### Other Commonwealth Activities

Various meetings were held during the year by the institutions and associations that have grown up within the Commonwealth. The Commonwealth Press Union met in Karachi and New Delhi in late October and early November. At this meeting experienced newspaper executives and officials were able to exchange views on many topics of mutual interest. In September the Commonwealth Parliamentary Association met in London. The meeting marked the fiftieth anniversary of the organization, which was originally formed as the Empire Parliamentary Association. It has developed from six branches in 1911 to 64 in 1961. This Parliamentary Association is the only institution providing the means for a regular exchange of ideas and information among members of the Parliaments of the Commonwealth. It is in no way a formalized institution but provides through its regular meetings in various Commonwealth capitals an opportunity for Commonwealth legislators to exchange impressions and become acquainted with each other's problems. During the London Conference, a variety of subjects was discussed, including the place and functions of the Commonwealth in the world, economic co-operation in the Commonwealth, constitutional and parliamentary practice in the Commonwealth, economic and social development of the under-developed countries of the Commonwealth, international affairs and defence.

In opening the Conference, the Queen described the basis on which the Commonwealth rested when she said:

This gathering shows the diversity of peoples, creeds and cultures within the Commonwealth, each having an equal place in our organization of nations. In the wide association which is the Commonwealth, we must all try to cultivate the virtues of tolerance and understanding, to recognize each other's qualities and to respect each other's feelings. In this modern age, the strength and unity of the Commonwealth family does not lie in bonds forged by formal instruments nor in common ancestry, nor in pursuing the same political line. It springs from the knowledge that we all share a lively concern for individual freedom and all the machinery which makes this possible.

## VIII

### LATIN AMERICA

Canada's ties with Latin America were strengthened and expanded during the year. Canada was represented by an observer group, headed by the Associate Minister of Defence, Mr. Pierre Sévigny, at the Punta del Este Conference, at which all the American republics except Cuba signed the Declaration and Charter of the Alliance for Progress, agreeing to co-operate in a ten-year programme for economic development. The Latin American governments emphasized that foreign capital was essential to this aim; the United States Government considered that \$20 billion could be expected to flow into Latin America over the next ten years. Equally important, the Conference recognized the need for difficult large-scale economic and social reforms in Latin America, as well as the effective mobilization of domestic financial resources. An autonomous expert committee on development plans was established to examine the various national plans.

Following the Conference, Mr. Sévigny visited Buenos Aires, Montevideo, Rio de Janeiro and Brasilia and called on President Frondizi of Argentina, the President of the Uruguayan National Council of Government and President Quadros of Brazil.

### Diplomatic Representation

By the end of the year Canada had established diplomatic relations with the 20 republics of Latin America. A Canadian ambassador was appointed to Costa Rica in June, and was also accredited to Honduras, Nicaragua, Panama and El Salvador. The Ambassador to Colombia was accredited as Ambassador to Ecuador in March, and a mission was established in Quito under a chargé d'affaires a.i. The Ambassador to Peru was accredited as Ambassador to Bolivia in May. The Ambassador to Mexico was accredited as Ambassador to Guatemala in October, and a chargé d'affaires a.i. was placed in charge of the Canadian Embassy in Guatemala City during the absence of the Ambassador. Canada and Paraguay also agreed to exchange ambassadors. The Canadian Ambassador to Argentina will represent Canada in Paraguay, but for the present there will be no Canadian representative resident in Asunción.

### ECLA

On October 6, Canada became a full member of the United Nations Economic Commission for Latin America (ECLA) and on November 29 Dr. Raúl Prebisch, ECLA's Executive Secretary, visited Ottawa to discuss the work of his organization with Canadian government officials. The membership now includes all the countries of North and South America, together with France, the United Kingdom and the Netherlands. The

West Indies, British Guiana and British Honduras are associate members. ECLA's function is to help promote Latin America's economic development, and it has provided a useful meeting place and forum for its members. It has also formed with the Organization of American States (OAS) and the Inter-American Development Bank an *ad hoc* co-ordinating committee, which first met in March 1961. Thus, ECLA membership provides Canada with a further opportunity to follow developments in Latin America generally.

### Trade Relations

The Canadian Government has also followed closely the development of the Latin American Free Trade Area (LAFTA). Nine countries (Argentina, Brazil, Chile, Colombia, Ecuador, Mexico, Paraguay, Peru and Uruguay) are now signatories of the LAFTA treaty, which came into force on January 2, 1961. They have agreed to eliminate over a 12-year period trade barriers against products which they now trade with each other. Since over 90 per cent of their foreign commerce is with countries outside the area (mainly the United States and Western Europe), they have taken only the first of the many difficult steps needed to create a unified market. They have nevertheless established the necessary mechanism to enable them to reduce trade barriers generally.

Canada's trade with these countries has been large and is growing. In 1960 exports totalled \$115.7 million and imports \$78.8 million. In the first seven months of 1961, Canadian exports totalled \$79.8 million (compared to \$52.6 million during the same period in 1960) and imports totalled \$46 million (compared to \$44.8 million for the same period in 1960). This increase has been encouraged by the long-term credits which the Canadian Government has extended to Canadian firms for the sale of capital goods to Latin America. Such credits have provided for the erection of a newsprint mill in Chile, the sale of 70 diesel-electric locomotives to the Argentine State Railways, and the sale of rails to Mexico.

### Plaza Canada, Buenos Aires

Following Mr. Green's visit to Argentina in 1960, the Argentine-Canadian Cultural Institute initiated the project of naming a square in the centre of Buenos Aires after Canada. The City Council took up this project and Plaza Canada was formally dedicated on July 27, 1961. Maple trees have been provided by the Canadian Government for transplantation in Plaza Canada.



## IX

### ECONOMIC AFFAIRS

During 1961 world trade and industrial activity reached new record levels, well above the high but relatively stable levels attained in 1960, when a lower level of activity in North America tended to counter-balance rapid expansion in most other industrial countries. The growth of industrial output in 1961 was particularly marked in the spring and early summer, as rapid recovery in North America coincided with further growth elsewhere; thereafter, the expansion slackened as the European boom tapered off and balance-of-payments difficulties in the United Kingdom and Japan necessitated measures which restricted the rate of growth. Although there was a sharp improvement in the balance-of-payments position of the United States in 1961 by comparison with 1960, generally speaking the world payments situation was marked by uncertainty and large movements of short-term capital which gave rise to increasingly close consultation and co-operation between the financial authorities of the major industrial countries. Canadian exports rose strongly in the latter part of the year, and while imports responded to the domestic expansion, there was some improvement over the year in the current account deficit.

#### Developments in European Integration

The year 1961, the fourth since the creation of the European Economic Community (EEC), was an important year in its development. The six members of the Community continued to enjoy a high level of economic activity and initial steps were taken toward the establishment of common transport and commercial policies, the free movement of labour and capital and the formulation of a new regime of association with the former associated overseas territories. The negotiations for the association of Greece with the EEC were concluded and a new set of negotiations was initiated for the association of Turkey. Two important issues remained to be solved: the implementation of a common agricultural policy and the passage from the first to the second stage of the Common Market transitional period. The Council of Ministers was still debating these issues at the end of the year.\*

The Canadian Government continued to make it clear to The Six that a restrictive agricultural policy or a high protective tariff on commodities of special interest to Canada (such as aluminum and wood pulp) would be sources of grave concern. Negotiations with The Six for reductions in the common external tariff were continued during the year at the GATT Tariff Conference in Geneva.

The outstanding development in 1961 was Britain's decision in July to apply for membership in the EEC. Preliminary discussions with The Six in the first part of the year had delineated three main areas of difficulty: Britain's economic ties with the Commonwealth; its membership

---

\* In the early days of 1962, however, an agreement was reached on these issues which was made retroactive to January 1, 1962.

in EFTA; and British agriculture. The British Government considered, nevertheless, that, for broad political and economic reasons, Britain could not remain outside the Common Market unless the cost of entry, particularly to the Commonwealth, was found to be prohibitive. The United States Government welcomed this move towards the EEC and Britain's partners in the EFTA also indicated support for the new British policy, provided that satisfactory arrangements were achieved between each of them and The Six before Britain finally joined. During June and July, British ministers visited Commonwealth capitals to explain the new policy and to seek the views of the Commonwealth governments. The reactions of the Commonwealth countries, including Canada, reflected concern over the possible effects on their trade with Britain and on the Commonwealth as a whole. These reactions were voiced again at the meeting of Commonwealth trade and finance ministers held in Accra in September.

When, therefore, the British Government decided at the end of July to apply for membership in the EEC, it made clear that Britain would not join until the precise terms of entry had been clarified and adequate safeguards had been secured for the interests of the Commonwealth and the members of EFTA and for British agriculture. Shortly afterwards, Denmark and Ireland applied for membership in the EEC and formal requests for association were submitted by Sweden, Switzerland and Austria.

Negotiations opened on October 10 in Paris, when Mr. Heath, the British Lord Privy Seal, indicated that, though Britain was prepared to accept the Treaty of Rome as it stood, the above considerations would have to be taken into account—perhaps, so far as the Commonwealth was concerned, by means of special protocols to protect its vital interests. The Six, in their reply of November 9 and 10, stressed the need to preserve the integrity of the Treaty of Rome. Negotiations are now proceeding in Brussels.

The Canadian Government has made it clear that the decision to join the Common Market is for the British Government to make. It has indicated to the British Government Canadian trade interests in this development over the entire range of Canadian exports and has given its assessment of the effects of Britain's move on the Commonwealth and international prospects generally. Canada has welcomed the assurance given by Britain that Commonwealth countries will be kept in close consultation and that vital interests will be safeguarded.

### Organization for Economic Co-operation and Development

During 1960 it had been decided that the Organization for European Economic Co-operation (OEEC), which had contributed substantially to post-war economic reconstruction in Europe and had aided in the establishment of the external convertibility of most European currencies, should be replaced by a new organization called the Organization for Economic Co-operation and Development (OECD), in which Canada and the United States would be full members. The move to freer trade and payments and the emergence of many developing nations had emphasized the interdependence of the economies of individual countries with the resulting need for intensified international co-operation and for further consultation among industrialized countries in their efforts to help the less-developed nations.

The new organization was to include an Economic Policy Committee, a Trade Committee and also a Development Assistance Committee, of which Japan was to be an additional member. Other committees with specialized functions were set up, including the Committee for Agriculture, which was to meet at the ministerial level from time to time.

Canada was the first member country to ratify the OECD Convention, which came into force on September 30, 1961. At one of the Organization's first meetings the Canadian Minister of Finance, Mr. Donald Fleming, was elected Chairman of the Council of Ministers. In October, the Canadian Minister of Agriculture, Mr. Alvin Hamilton, was elected Vice-Chairman of the Ministerial Committee for Agriculture. The Secretary-General of the OECD, Mr. Thorkil Kristensen, visited Ottawa twice during the course of the year.

The OECD Council of Ministers met for the first time on November 16 and 17 under Mr. Fleming's chairmanship. The ministers agreed to set for the OECD a collective target, to be achieved in 1970, of 50 per cent growth in the gross national product of the member countries taken together. In setting this target, the ministers noted that:

Under conditions of price stability and the necessary provision for investment, rapid growth facilitates the harmonious development of world economy, helps to promote a liberal world-trading system, provides a necessary foundation for rising living standards and ensures a high level of employment. It will enable industrialized member countries to contribute more effectively to the development of less advanced countries, both through the provision of financial and technical assistance and through a widening of their export markets and the increase of their export revenues.

In striving for these objectives, the Council of Ministers stressed the importance of a proper equilibrium in the external payments of member countries; of price stability, in order to assure the full benefits of economic growth; of promoting growth in less-developed member countries; of recognizing the economic interdependence of member countries and making increasing use of scientific training and research; of rising agricultural production; of increased production leading to significant increases in aid to less-developed countries; and of reducing barriers to the exchange of goods and services.

Before September 30, the proposed aid functions of the OECD had been carried on by the Development Assistance Group (DAG). With the establishment of the OECD, the DAG became the Development Assistance Committee (DAC), the members of which are Belgium, Canada, France, Germany, Italy, Japan, the Netherlands, Portugal, Britain, the United States and the Commission of the European Economic Community. During the early part of the year, the DAG had held two meetings to study the terms and conditions of the flow of financial assistance, possible incentives to private investment in the developing countries, and ways in which the common aid effort might be better co-ordinated. A recommendation was made, and accepted by member governments, that the common objective should be an increase in the aggregate volume and an improvement in the effectiveness of the resources made available to the developing countries. The importance of an adequate technical assistance effort to complement the provision of capital assistance was also recognized. A working group was established to prepare recommendations regarding the institution by DAC of reviews of the amount and nature of the aid extended by each DAC member to the developing countries.



Canadian participation in the OECD involves close and continuous liaison with all the Canadian departments and agencies that are interested in the wide range of OECD economic, trade and aid activities.

### Canadian Commercial Relations

The Department of External Affairs shares with other departments responsibility with respect to Canada's commercial relations with other countries, and also plays an important role in the co-ordination of inter-departmental activities and the direction of the activities of Canadian representatives abroad in this field. Canada's external commercial policy is pursued not only in the context of bilateral relations with other countries but also through Canadian participation in a variety of international organizations concerned with trade and economic matters, notably the General Agreement on Tariffs and Trade (GATT), the Organization for Economic Co-operation and Development (OECD), and various United Nations bodies, including the Food and Agriculture Organization (FAO).

Commercial relations with the United States are of importance to Canada because of the large volume of trade and the extent and complexity of the economic relations between the two countries. A bilateral trade agreement signed in 1938 was suspended when the two countries became members in 1947 of the newly-formed GATT; since that time GATT has provided a framework for Canada-United States trade relations. A great many problems and difficulties relating to trade policy are dealt with as they arise by means of contacts between the two governments through their embassies in Washington and Ottawa. Opportunities for discussions by ministers of the two governments of more important bilateral trade problems, as well as for a review of world trade and economic matters, are offered by meetings of the Joint Canada-United States Committee on Trade and Economic Affairs, which is composed of a group of ministers of the two countries who have responsibilities in this field. This Joint Committee generally meets each year. At a meeting in Washington in March 1961, Canadian ministers discussed with their United States colleagues matters of common concern such as the developing European Economic Community and the GATT Tariff Conference in Geneva, as well as bilateral problems relating to trade in agricultural products and United States import policies relating to lead, zinc and oil. Apart from this meeting of the Joint Committee, ministers of the two countries visited each other's capitals on various occasions during the year to discuss particular trade and economic questions; the Canadian Ministers of Finance and Trade and Commerce visited Washington in January 1961, and the United States Secretaries of the Interior and Agriculture paid a visit to Ottawa in May 1961.

### Canada and GATT

During 1961 Canada participated in both the eighteenth and nineteenth sessions of the Contracting Parties to the General Agreement on Tariffs and Trade (GATT), which were as usual concerned with the examination of progress made in the removal of trade restrictions maintained under waivers or for balance-of-payments reasons. Austria and Norway announced that they no longer needed to maintain restrictions for balance-of-payments reasons, thus underlining the substantial progress made, especially since 1959, in eliminating such trade restrictions.

During the year, Sierra Leone and Tanganyika were admitted as members and the Contracting Parties agreed to the eventual accession of Israel and Portugal. Cambodia and Spain are likely to accede fully to the Agreement in 1962.

Trade ministers met during the nineteenth session and discussed problems related to the reduction of customs-tariff barriers, trade in agricultural products and obstacles to the trade of less-developed countries. It was agreed that the reduction of tariff barriers on a most-favoured-nation basis should be continued, but that since the traditional GATT techniques for tariff negotiation on a commodity-by-commodity and country-by-country basis no longer seemed adequate to meet the changing conditions of world trade, the Contracting Parties should establish machinery to examine new techniques, in particular some form of linear tariff reduction. The ministers also requested the Contracting Parties to explore the possibility of negotiating practical measures to create acceptable conditions of access to world markets for agricultural commodities, and adopted a Declaration on the Promotion of the Trade of Less-developed Countries. Briefly, the Declaration urged governments to carry out their commercial policies with the aim of permitting expansion in the trade of less-developed countries.

The GATT multilateral tariff conference begun in September 1960 continued throughout 1961. The negotiations were aimed at achieving a further reduction of tariffs in GATT countries. During the Conference, negotiations were also undertaken involving the level of the proposed common tariff of the European Economic Community. This arose from the need to renegotiate tariff concessions originally contracted under the GATT by individual members of the Common Market. Negotiations were not entirely completed at year's end but it is expected that they will be concluded early in 1962.

In July 1961, under the auspices of GATT, special arrangements concerning international trade in cotton textile products were drawn up for one year by countries substantially interested in this trade. The arrangements are intended to deal with problems of disruption of markets caused by sudden inflows of large quantities of merchandise at unusually low prices from so-called low-cost countries. At their nineteenth session, the Contracting Parties confirmed the establishment of a Cotton Textile Committee to consider longer-term arrangements regarding problems in this field.

### Other Matters

There were several other developments during the year in economic and related matters which deserve mention.

The proposal made by the Prime Minister at the fifteenth General Assembly session that the United Nations should establish a Food Bank to provide surplus food to needy peoples, together with related proposals made by other delegations, led to the following important developments during the past year.

In February a group of experts examined the problem and their report formed the basis of a study entitled "Development Through Food", which the Director-General of the FAO submitted in April to an Inter-governmental Advisory Committee of 13 countries (including Canada). At their meeting in Rome, Canada proposed that a modest start should be made with the Food Bank, the activities of which should initially be



directed chiefly toward meeting food needs arising out of emergencies, such as natural disasters and crop failures. The United States suggested that such a plan might aim at \$100 million over three years, and offered to contribute \$40 million in commodities.

Both these proposals and the Director-General's scheme for economic development through surplus food were considered by the FAO Council in May and by the ECOSOC in July, with the result that the Secretary-General of the United Nations and the Director-General of the FAO were requested to submit joint proposals on concrete measures for implementing a \$100-million Food Bank. Their suggestions were considered first by the eleventh session of the FAO Conference in Rome in November and by the sixteenth session of the General Assembly in New York in December. During the FAO Conference, Canada offered to contribute up to \$5 million to a \$100-million Food Bank.

The FAO and the United Nations agreed to undertake a joint World Food Programme, and to this end passed complementary resolutions setting up an Intergovernmental Committee of 20 to draft a charter for the programme early in 1962 and to provide policy guidance and supervision after operations began. Canada was one of the first ten countries elected by the FAO to serve on the Intergovernmental Committee; the remaining ten were elected at the resumed thirty-second session in New York on December 22.

When the Intergovernmental Committee has completed its preliminary work, and when the ECOSOC and the FAO Council have approved the detailed procedures and arrangements for the World Food Programme, the pledging conference will be held, following which the World Food Programme should begin its operations.

Canada was again designated for a seat on the Board of Governors of the International Atomic Energy Agency (IAEA), as one of the five nations in the world most advanced in nuclear technology, including the production of source materials. During the course of the year, the proposals for an international system of controls, or "safeguards", intended to ensure that nuclear materials and equipment supplied for peaceful purposes would not be diverted to military use, were finally approved and implemented by the Board of Governors. Canada and the United States are taking steps, in accordance with declarations made by them at the IAEA General Conference in 1960, to transfer to the Agency the administration of the safeguards called for by their respective bilateral agreements with Japan. The fifth General Conference of the Agency, held at headquarters in Vienna September-October 1961, approved an amendment to Article VI.A.3 of the Statute, which would add two elected members to the Board of Governors and provide that at all times the membership of the Board must include in the category of elected members three representatives each of the regions Latin America and Africa and the Middle East. Canada supported and has already ratified this amendment, which was intended to give equitable representation to the many newly independent nations of the region of Africa and the Middle East.

In December, a revised air agreement between Canada and Mexico was signed in Mexico City, replacing an earlier one dating from 1953. The new agreement again provides for the designated air lines of each country to fly between both the West Coast of Canada and Mexico and Eastern Canada and Mexico and to specified points beyond. It also provides for more traffic centres (now including Montreal, Toronto, Windsor, Calgary



and Vancouver in Canada and Mexico City and Guadalajara in Mexico), to be served on the routes between the two countries. The signing of the agreement marked the inauguration of pure jet services between the two countries.

In June, there were preliminary talks with officials of the United States concerning the future operation of bilateral air services. The Canadian delegation submitted proposals concerning principles and criteria, based on the needs of the travelling public, for the establishment and allocation of routes between the two countries, one of the objectives of which would be to permit carriers of both countries to service (not necessarily on an exclusive basis) the major centres generating traffic between the two countries. These proposals are still under consideration by the United States Government, which is also undertaking a complete review of its civil aviation policy. When the review has been completed, probably by June 1962, it is expected that the bilateral air negotiations between the two countries will be continued.

In December 1961, the first link in the new Commonwealth round-the-world modern cable (CANTAT) was inaugurated by the Queen and Prime Minister Diefenbaker, who engaged in a trans-Atlantic telephone conversation over the new cable. During the year plans for the second section of the cable from Canada across the Pacific to New Zealand and Australia (COMPAC) went forward and at a conference of Commonwealth countries held in Kuala Lumpur preliminary examination was given to the construction of the third section from Australia to South-east Asia. Agreement on the construction of SEACOM, as the third link will be called, will pave the way for meetings at which the fourth stage, which will be of particular interest to India, Pakistan and Ceylon, will be discussed. Construction of the Pacific cable should be completed by 1964.

During the year the Canadian Government followed closely developments taking place in the United States and elsewhere dealing with the establishment, during the present decade, of an international communications system based on space satellites.

Since 1945 the Government has made available to Canadian exporters, under the Export Credits Insurance Act, insurance against credit and other risks involved in medium-term (i.e., up to five years) export transactions. During 1961, two new measures of assistance to Canadian exporters were initiated. One of them was the formation, by Canadian Chartered Banks, of a new company to provide, in co-operation with the Government, financing for export transactions, on credit terms extending up to five years. The other was the provision by the Government, under Section 21A of the Export Credits Insurance Act, of facilities for financing export transactions involving credit terms over five years. These long-term credit facilities are mainly intended to promote continuing export trade opportunities for Canadian exporters of capital goods, in order to meet competition in markets abroad from exporters in countries that enjoy comparable measures of governmental financial assistance. Early in the year, the Government announced that up to \$200 million would be available as guarantees to cover these longer-term export transactions. By the end of the year over half this amount had been committed for orders obtained by Canadian exporters or for prospective sales.

## X

### THE EXTERNAL AID OFFICE

Development assistance has become, and is likely to remain for some time, a major element in Canada's relations with the large number of countries throughout the world which are described as "under-developed". It was in recognition of the growing extent and complexity of aid activities that late in 1960, the External Aid Office was created as a separate agency of the Canadian Government with responsibility, under the direction of the Secretary of State for External Affairs, for the operation of Canadian bilateral programmes of assistance to under-developed countries. In its first year the new office has been preoccupied with organizational matters, with reviewing and revising the procedures for administering Canadian aid programmes and with recruiting an adequate staff to carry out both existing Canadian programmes and certain new ones which came into operation during 1961. It has become apparent that the concentration of responsibility for external aid operations in one government office has considerable advantages in ensuring the effectiveness of these activities.

The programmes operated and administered by the External Aid Office include the Colombo Plan, the Canada-West Indies Aid Programme, the Commonwealth Technical Assistance Programme, the Commonwealth Scholarships and Fellowship Scheme, the Special Commonwealth Africa Aid Programme and the Programme of Canadian Aid to French-speaking Countries in Africa. The latter two came into being in the course of 1961 as part of Canada's response to the urgent problem of assisting the newly-emerging African states to achieve political stability and satisfactory economic progress. The Commonwealth Scholarship and Fellowship Programme is also relatively new, having come into operation during the academic year 1960-61. While this scheme is not an aid programme but rather an exchange of scholarships and fellowships among Commonwealth countries, the Canadian Commonwealth Scholarships have been included in the responsibilities of the External Aid Office because of their close relation to other activities carried on by the Office. The total appropriated by Parliament for Canadian contributions to economic and special aid programmes for the fiscal year 1961-62 was approximately \$63 million.

In addition to operating Canada's bilateral aid programmes, the External Aid Office co-operates with the United Nations, its Specialized Agencies and other international organizations in placing in Canada personnel from the under-developed countries sponsored by these Agencies for training courses and recruiting Canadians for service abroad under multilateral economic and technical assistance programmes. The Office is also concerned with Canadian emergency and disaster relief to other countries in consultation with the Department of External Affairs and in co-operation with the Canadian Red Cross Society

For many years Canada has been a substantial contributor to programmes of economic and technical assistance to the under-developed areas, and, in 1961, continued to participate in international efforts to meet the new and greater challenges which have arisen at the beginning of the new decade. While the recent emergence into independent nationhood of so many new states in Africa has lent greater urgency to the world-wide problem of economic development, it was in 1951, when the Colombo Plan for Co-operative Economic Development in South and Southeast Asia came into operation, that Canada first became engaged in a large way in the process of assisting economic development in less-developed countries. The year 1961, therefore, marked the completion of ten years of achievement through this unique venture in economic partnership between developed and less-developed countries.

The tenth annual report of the Consultative Committee of the Colombo Plan, published at the end of 1961, recorded a significant expansion of output in South and Southeast Asia over the past decade and great improvements in education, health and other social services. However, these achievements, in which the Colombo Plan has played a vital part, have to be measured against the continuing serious economic problems of the area and also against the rate of population growth. Since 1950, the population of South and Southeast Asia has apparently risen from roughly 600 million to more than 750 million, but *per capita* incomes have not risen proportionately to the growth in production. Much remains to be done, therefore, before all the members of the Colombo Plan can achieve a satisfactory rate of economic growth, which can be sustained without large-scale external assistance.

In the course of 1961, several major Colombo Plan projects to which Canada has contributed were completed and some important new ones started. The Warsak hydro-electric project, the Shadiwal hydro-electric project and the Goalpara thermal-power plant in Pakistan, and the Canada-India Reactor and the first two stages of the Kundah hydro-electric project in India, were inaugurated early in the year. In Burma, Canada began work on the Thaketa Bridge at Rangoon. On the East Coast of Malaya, Canadian equipment was delivered for a fisheries project. The Sukkur power station in Pakistan and the third stage of the Kundah project in India got under way in 1961, and work continued on electrification projects in Ceylon and the mapping of the Mekong River basin. A high proportion of Canadian Colombo Plan aid in 1961 again took the form of foodstuffs and industrial commodities. In this way Canada helped the recipient countries maintain essential imports in the face of acute shortages of foreign exchange. Throughout the area, Canadian technical assistance continued to make an important contribution to the Colombo Plan Technical Co-operation Scheme by the provision of Canadian advisers and the award of training courses in Canada.

One of the significant features of Canadian aid programmes in the past year has been the increasing emphasis on educational assistance, in response to increasing requests from abroad for help in this field. It is clear that, in the African countries in particular but also in some of the less-developed Asian countries, rapid development of local educational facilities is a matter of very high priority. At the same time, the requirement for a rapid increase in the number of trained personnel in these countries is so urgent that many must be sent abroad until such time as local training facilities are more nearly adequate to meet the demand. A



## APPENDIX B

### PASSPORTS AND VISAS

The following tables show the increase in the volume of business done in the Passport Office of the Department at Ottawa during the seven-year period from 1955 to 1961 inclusive:

<i>Year</i>	<i>Passports Issued</i>	<i>Passports Renewed</i>	<i>Certificates of Identity Issued</i>	<i>Certificates of Identity Renewed</i>	<i>Total Revenue</i>
1955 .....	79,228	12,474	4,601	2,277	\$438,261.71
1956 .....	88,795	14,236	2,794	1,583	482,356.98
1957 .....	97,738	14,934	2,361	903	542,317.47
1958 .....	100,594	15,446	3,276	801	549,069.16
1959 .....	115,272	16,102	5,353	1,449	622,658.02
1960 .....	134,637	18,411	6,004	2,184	730,605.31
1961 .....	139,218	19,987	4,237	3,209	746,795.76

## APPENDIX C

### I. CANADIAN DIPLOMATIC REPRESENTATION ABROAD†

#### 1. Embassies

<i>Country</i>	<i>City</i>
Argentina	Buenos Aires
Austria	Vienna
Belgium	Brussels
*Bolivia (Peru)	
Brazil	Rio de Janeiro
*Burma (Malaya)	
Chile	Santiago
Colombia	Bogota
Costa Rica	San Jose
Cuba	Havana
Denmark	Copenhagen
Dominican Republic	Santo Domingo
Ecuador	Quito
Finland	Helsinki
France	Paris
Germany	Bonn
Greece	Athens
Guatemala	Guatemala City
Haiti	Port-au-Prince
*Honduras (Costa Rica)	
*Iceland (Norway)	
Indonesia	Djakarta
Iran	Tehran
*Iraq (Lebanon)	
Ireland	Dublin
Israel	Tel Aviv
Italy	Rome
Japan	Tokyo
Lebanon	Beirut
*Luxembourg (Belgium)	
Mexico	Mexico
Netherlands	The Hague
*Nicaragua (Costa Rica)	
Norway	Oslo
*Panama (Costa Rica)	
*Paraguay (Argentina)	
Peru	Lima
Poland	Warsaw
Portugal	Lisbon
South Africa	Pretoria

† For further information, see the thrice-yearly publication of the Department entitled "Canadian Representatives Abroad and Representatives of Other Countries in Canada."

\* No resident diplomatic missions are maintained in countries marked with an asterisk. The country named in brackets after these names is the country in which resides the Canadian representative accredited to the country listed.

## APPENDIX B

### PASSPORTS AND VISAS

The following tables show the increase in the volume of business done in the Passport Office of the Department at Ottawa during the seven-year period from 1955 to 1961 inclusive:

<i>Year</i>	<i>Passports Issued</i>	<i>Passports Renewed</i>	<i>Certificates of Identity Issued</i>	<i>Certificates of Identity Renewed</i>	<i>Total Revenue</i>
1955 .....	79,228	12,474	4,601	2,277	\$438,261.71
1956 .....	88,795	14,236	2,794	1,583	482,356.98
1957 .....	97,738	14,934	2,361	903	542,317.47
1958 .....	100,594	15,446	3,276	801	549,069.16
1959 .....	115,272	16,102	5,353	1,449	622,658.02
1960 .....	134,637	18,411	6,004	2,184	730,605.31
1961 .....	139,218	19,987	4,237	3,209	746,795.76



## APPENDIX C

### I. CANADIAN DIPLOMATIC REPRESENTATION ABROAD†

#### 1. Embassies

<i>Country</i>	<i>City</i>
Argentina	Buenos Aires
Austria	Vienna
Belgium	Brussels
*Bolivia (Peru)	
Brazil	Rio de Janeiro
*Burma (Malaya)	
Chile	Santiago
Colombia	Bogota
Costa Rica	San Jose
Cuba	Havana
Denmark	Copenhagen
Dominican Republic	Santo Domingo
Ecuador	Quito
Finland	Helsinki
France	Paris
Germany	Bonn
Greece	Athens
Guatemala	Guatemala City
Haiti	Port-au-Prince
*Honduras (Costa Rica)	
*Iceland (Norway)	
Indonesia	Djakarta
Iran	Tehran
*Iraq (Lebanon)	
Ireland	Dublin
Israel	Tel Aviv
Italy	Rome
Japan	Tokyo
Lebanon	Beirut
*Luxembourg (Belgium)	
Mexico	Mexico
Netherlands	The Hague
*Nicaragua (Costa Rica)	
Norway	Oslo
*Panama (Costa Rica)	
*Paraguay (Argentina)	
Peru	Lima
Poland	Warsaw
Portugal	Lisbon
South Africa	Pretoria

† For further information, see the thrice-yearly publication of the Department entitled "Canadian Representatives Abroad and Representatives of Other Countries in Canada."

\* No resident diplomatic missions are maintained in countries marked with an asterisk. The country named in brackets after these names is the country in which resides the Canadian representative accredited to the country listed.

<i>Country</i>	<i>City</i>
Spain	Madrid
*Sudan (United Arab Republic)	
Sweden	Stockholm
Switzerland	Berne
*Tunisia (Switzerland)	
Turkey	Ankara
Union of Soviet Socialist Republics	Moscow
United Arab Republic	Cairo
United States of America	Washington
Uruguay	Montevideo
Venezuela	Caracas
Yugoslavia	Belgrade

## 2. Offices of High Commissioner

<i>Country</i>	<i>City</i>
Australia	Canberra
Britain	London
Ceylon	Colombo
*Cyprus (Israel)	
Ghana	Accra
India	New Delhi
Malaya	Kuala Lumpur
New Zealand	Wellington
Nigeria	Lagos
Pakistan	Karachi
*Sierra Leone (Nigeria)	

## 3. Legation

<i>Country</i>	<i>City</i>
Czechoslovakia	Prague

## 4. Office of Commissioner

<i>Country</i>	<i>City</i>
The West Indies	Port-of-Spain

## 5. Permanent Missions to International Organizations

<i>Organization</i>	<i>City</i>
North Atlantic Council	Paris
Organization for European Co-Operation and Development	Paris
United Nations	New York
United Nations (European Office)	Geneva
European Economic Community	Brussels
European Atomic Energy Community	Brussels
European Coal and Steel Community	Brussels
United Nations Educational Scientific and Cultural Organization	Paris

\* No resident diplomatic missions are maintained in countries marked with an asterik. The country named in brackets after these names is the country in which resides the Canadian representative accredited to the country listed.

## II. CONSULAR OFFICES

### 1. Consulates General

<i>Country</i>	<i>City</i>
Congo	Leopoldville
Germany	Hamburg
Philippines	Manila
United States of America	Boston
	Chicago
	Los Angeles
	New Orleans
	New York
	San Francisco
	Seattle

### 2. Consulates

<i>Country</i>	<i>City</i>
Brazil	Sao Paulo
Germany	Duesseldorf
Iceland	*Reykjavik
United States of America	Detroit
	Philadelphia
	*Portland, Maine

## III. MILITARY MISSION

Berlin

## IV. INTERNATIONAL SUPERVISORY COMMISSIONS

<i>Country</i>	<i>City</i>
Cambodia	Phnom Penh
Laos	Vientiane
Vietnam	Saigon

---

\* In charge of honorary officer.



## APPENDIX D

### DIPLOMATIC AND CONSULAR REPRESENTATION OF OTHER COUNTRIES IN CANADA<sup>1</sup>

#### 1. Diplomatic Missions<sup>2</sup>

<i>Country<sup>3</sup></i>	<i>Nature of Post</i>
*Argentina	Embassy
Australia	High Commissioner's Office
*Austria	Embassy
*Belgium	Embassy
*Brazil	Embassy
Britain	High Commissioner's Office
Burma	Embassy
Ceylon	High Commissioner's Office
*Chile	Embassy
*China	Embassy
*Colombia	Embassy
*Cuba	Embassy
*Czechoslovakia	Legation
*Denmark	Embassy
*Dominican Republic	Embassy
*Ecuador	Embassy
*Finland	Embassy
*France	Embassy
*Germany	Embassy
Ghana	High Commissioner's Office
*Greece	Embassy
*Guatemala	Embassy
*Haiti	Embassy
*Iceland	Embassy
India	High Commissioner's Office
Indonesia	Embassy
Iran	Embassy
Iraq	Embassy
Ireland	Embassy
*Israel	Embassy
*Italy	Embassy
*Japan	Embassy
*Lebanon	Embassy
*Luxembourg	Embassy
*Mexico	Embassy
*Netherlands	Embassy
New Zealand	High Commissioner's Office
*Norway	Embassy

<sup>1</sup> For further particulars, see the publications of the Department entitled "Canadian Representatives Abroad and Representatives of Other Countries in Canada" (thrice yearly) and "Diplomatic Corps" (thrice yearly).

<sup>2</sup> The Ambassadors of Burma, Guatemala, Iceland, Iraq, Luxembourg and Tunisia are also accredited to the United States of America, where they are ordinarily resident.

<sup>3</sup> Those countries marked with an asterisk have consulates in Canada. The Embassy of Poland has charge of the interests of Hungary; the Embassy of Switzerland of those of Liechtenstein.

<b>Country<sup>3</sup></b>	<b>Nature of Post</b>
Pakistan	High Commissioner's Office
*Peru	Embassy
*Poland	Embassy
*Portugal	Embassy
South Africa	Embassy
*Spain	Embassy
*Sweden	Embassy
*Switzerland	Embassy
Tunisia	Embassy
Turkey	Embassy
Union of Soviet Socialist Republics	Embassy
*United Arab Republic	Embassy
*United States of America	Embassy
*Uruguay	Embassy
*Venezuela	Embassy
*Yugoslavia	Embassy

## 2. Commissioner's Office

The West Indies	} Montreal
British Guiana	
British Honduras	

## 3. Countries Having Consulates but No Diplomatic Missions

Bolivia	Monaco
Costa Rica	Nicaragua
El Salvador	Panama
Honduras	Philippines
Liberia	Thailand

<sup>3</sup> Those countries marked with an asterisk have consulates in Canada. The Embassy of Poland has charge of the interests of Hungary; the Embassy of Switzerland, of those of Liechtenstein.

## APPENDIX E

### INTERNATIONAL ASSOCIATIONS AND ORGANIZATIONS OF WHICH CANADA IS A MEMBER<sup>1</sup>

#### COMMONWEALTH

Canada—United Kingdom Continuing Committee on Trade  
Commonwealth Advisory Aeronautical Research Council  
Commonwealth Advisory Committee on Defence Science  
Commonwealth Agricultural Bureau Executive Council  
Commonwealth Air Transport Council  
Commonwealth Area Communications Scheme for Merchant and Naval  
Shipping  
Commonwealth Economic Consultative Council  
Commonwealth Economic Committee  
Commonwealth Education Liaison Committee  
Commonwealth Forestry Conference  
Commonwealth Liaison Committee  
Commonwealth Scientific Conference  
Commonwealth Shipping Committee  
Commonwealth Telecommunications Board  
Commonwealth War Graves Commission  
South Pacific Air Transport Council

#### NORTH ATLANTIC TREATY ORGANIZATION

#### UNITED NATIONS

##### United Nations Standing Committees

Committee on Contributions

##### United Nations Subsidiary and Ad Hoc Bodies

Advisory Committee on the Congo  
Advisory Committee on the United Nations Emergency Force  
Advisory Committee for the United Nations Memorial Cemetery in  
Korea  
Committee on Applications for Review of Administrative Tribunal  
Judgments  
Committee on Arrangements for Conference for the purpose of Re-  
viewing the Charter  
Committee on the Peaceful Uses of Outer Space  
Disarmament Commission  
Executive Committee of the United Nations High Commissioner for  
Refugees  
Negotiating Committee for Extra Budgetary Funds  
Scientific Advisory Committee  
United Nations Scientific Committee on the Effects of Atomic Radiation

---

<sup>1</sup> Inter-governmental bodies only are included.

<sup>2</sup> The International Atomic Energy Agency is not technically a Specialized Agency, but it is an autonomous inter-governmental agency under the aegis of the United Nations.

\* Indicates that Canada was represented on the Executive Body of the Organization during 1961.



**Specialized Agencies**

Food and Agriculture Organization\*  
 Inter-governmental Maritime Consultative Organization\*  
 International Atomic Energy Agency\*<sup>2</sup>  
 International Bank for Reconstruction and Development\*  
 International Civil Aviation Organization\*  
 International Development Association\*  
 International Finance Corporation\*  
 International Labour Organization\*  
 International Monetary Fund\*  
 International Telecommunications Union\*  
 United Nations Educational, Scientific and Cultural Organization  
 Universal Postal Union\*  
 World Health Organization  
 World Meteorological Organization\*

**Functional Commissions of the Economic and Social Council**

Commission on International Commodity Trade  
 Commission on Narcotic Drugs  
 Social Commission

**Special Bodies of the Economic and Social Council**

Governing Council of the Special Fund

**Regional Economic Commissions of the Economic and Social Council**

Economic Commission for Latin America

**UNITED STATES-CANADA**

Canada-United States Committee on Joint Defence (Ministerial)  
 Canada-United States Joint Committee on Trade and Economic Affairs  
 (Ministerial)  
 Great Lakes Fishery Commission  
 International Boundary Commission  
 International Joint Commission  
 International Pacific Halibut Commission  
 International Pacific Salmon Fisheries Commission  
 Permanent Joint Board on Defence

**INTER-AMERICAN**

Inter-American Radio Office  
 Inter-American Statistical Institute  
 Pan-American Institute of Geography and History  
 Postal Union of the Americas and Spain

**COLOMBO PLAN**

Consultative Committee on Co-operative Economic Development in  
 South and Southeast Asia  
 Council for Technical Co-operation in South and Southeast Asia

**CONSERVATIONAL**

International Commission for the Northwest Atlantic Fisheries  
 International North Pacific Fisheries Commission  
 International Whaling Commission  
 North Pacific Fur Seal Commission

**ECONOMIC<sup>3</sup>**

Contracting Parties to the General Agreement on Tariffs and Trade  
International Bureau for the Publication of Customs Tariffs  
International Coffee Study Group  
International Cotton Advisory Committee  
International Rubber Study Group  
International Sugar Agreement  
International Tin Agreement  
International Wheat Agreement  
International Wool Study Group  
Organization for Economic Co-operation and Development.

**SCIENTIFIC**

International Bureau of Weights and Measures  
International Hydrographic Bureau

**CANADA-JAPAN**

Canada-Japan Ministerial Committee

---

<sup>3</sup> See also under previous headings.

## APPENDIX F

### INTERNATIONAL CONFERENCES HELD IN 1961 AT WHICH CANADA WAS OFFICIALLY REPRESENTED

(Partial list)

#### United Nations Conferences

- Commission on International Commodity Trade: 9th session, New York, May 1.
- Commission on Narcotic Drugs: 16th session, Geneva, April 24.
- Conference of African States on Development of Education in Africa, Addis Ababa, May 15.
- Economic Commission for Africa: 3rd session, Addis Ababa, February 6.
- Economic Commission for Europe: 16th session, Geneva, April 11.
- Economic Commission for Latin America, 9th session, Santiago, May 4.
- Food and Agriculture Organization: Advisory Committee on United Nations Food Bank, Rome, April 5; Committee on Commodity Problems, Rome, May 30; 35th session of Council, Rome, October 30.
- Inter-governmental Maritime Consultative Organization: 4th session of the Council, London, January 16.
- International Atomic Energy Agency: 5th General Conference, Vienna, September 26. Board of Governors, Vienna, January 29, April 5, June 19, September 22.
- International Bank for Reconstruction and Development: 4th meeting of Consortium in aid of India, Washington, April 25, May 31; 2nd meeting of Consortium in aid of Pakistan, Washington, June 5; annual meeting, Vienna, September 18.
- International Civil Aviation Organization: Extraordinary session of the Assembly, London, June 19; 4th North Atlantic Air Navigation Meeting, Paris, September 14; 3rd session of the Commission for Aerology, Rome, September 18.
- International Labour Organization: 45th session, Geneva, June 7.
- International Monetary Fund: 16th annual meeting, Vienna, September 18.
- International Telecommunications Union: 16th session of Administrative Council, Geneva, April 22.
- Social Commission: 13th session, New York, April 17.
- United Nations Committee on Contributions, New York, May 9.
- United Nations Committee on a United Nations Capital Development Fund, New York, May 15.
- United Nations Committee on Peaceful Uses of Outer Space, New York, November 27.
- United Nations Conference on Diplomatic Intercourse and Immunities: Vienna, March 2 and April 14.
- United Nations Conference on Elimination or Reduction of Statelessness, New York, August 15.
- United Nations Economic and Social Council: 31st session, New York, April 19; 32nd session, Geneva, July 4; resumed 32nd session, New York, December 21.



- United Nations General Assembly: 16th session, New York, September 19.
- United Nations Children's Fund: Executive Board, New York, January 12 and June 8.
- United Nations Lead and Zinc Study Group: 4th session, Geneva, October 12.
- United Nations Pledging Conference for the 1962 Programme of the United Nations High Commissioner for Refugees, New York, December 6.
- United Nations Pledging Conference for the 1962 Programme of the United Nations Relief and Works Agency for Palestine Refugees in the Near East, New York, December 6.
- United Nations Pledging Conference on the Expanded Programme of Technical Assistance and the Special Fund, New York, October 17.
- United Nations Seminar on Human Rights, Mexico, August 15.
- United Nations Special Fund: 6th Session of the Governing Council, New York, May 23 and June 1.
- United Nations Working Group on the Examination of the Budgetary Procedures of the United Nations, New York, June 22 and September 5.
- World Health Organization: 14th session of Assembly, New Delhi, February 7.
- World Meteorological Organization: 13th session of Executive Committee, Geneva, May 11.

#### Other Conferences

- Canada-United States Joint Committee on Trade and Economic Affairs, Ottawa, March 13.
- Colombo Plan for Co-operative Development in South and Southeast Asia: 10th annual meeting of Consultative Committee, Kuala Lumpur, October 30.
- Commonwealth Congress on Mining and Metallurgy: 7th session, Johannesburg and Salisbury, April 8.
- Commonwealth Economic Consultative Council, London, September 12.
- Commonwealth Economic Meeting, Accra, September.
- Commonwealth Meeting of Senior Economic Officials, London, May 23.
- Conference for the Settlement of the Laotian Problem, Geneva, May 17.
- Development Assistance Group: 4th meeting, London, March 24; 5th meeting, Tokyo, July 11.
- Diplomatic Conference on Maritime Law, Brussels, April 17.
- Food for Peace Utilization Committee: 4th meeting, Washington, May 24.
- General Agreement on Tariffs and Trade: Council, Geneva, February 22; 18th session of the Contracting Parties, Geneva, May 15; 19th session, November 13.
- International Conference of Agricultural Economists, 11th session, Cuernavaca, August 19.
- International Conference on Private Air Law, Guadalajara, August 29.
- International Standards Organization Conference, Helsinki, June 5.
- International Sugar Agreement Review Conference, Geneva, September 12.
- International Sugar Council: 9th session, London, February 22; 10th session, London, May 30; 11th session, Geneva, October 17.
- International Tin Council: 26th session, London, March 8; 27th session, London, May 24; 28th session, London, June 28; 1st session (Second Agreement), London, July 3 and August 22; 2nd session, London, October 9.
- International Trade in Cotton Textiles Conference, Geneva, July 7.
- International Union of Official Travel Organizations: 64th meeting of Executive Committee, Geneva, May 29.

International Wheat Agreement: annual review, London, September 11.

International Wheat Council: 32nd session, London, June 19; 33rd session, London, November 20.

Latin American Economic and Social Council: Special Ministerial Meeting, Punta del Este, August 5.

North Atlantic Treaty Organization: Ministerial Meeting, Paris, December 13.

Organization for Economic Co-operation and Development: Council of Ministers, Paris, November 16.

Pan-American Institute of Geography and History: General Aseembly, Buenos Aires, August 1.

Permanent International Association of Navigation Congresses: 20th Congress, Baltimore, September 11.

Southeast Asia Cable Conference, Kuala Lumpur, June 28.

South Pacific Air Transport Council: 15th session, Fiji, October 30.

## **APPENDIX G**

### **INTERNATIONAL AGREEMENTS TO WHICH CANADA IS A PARTY:**

#### **DEVELOPMENTS DURING 1961**

##### **1. Bilateral Agreements**

###### **Federal Republic of Germany**

Air transport agreement between the Government of Canada and the Government of the Federal Republic of Germany. Signed at Ottawa September 4, 1959. Instruments of ratification exchanged at Bonn, June 19, 1961. Entered into force July 19, 1961.

Exchange of Notes between the Government of Canada and the Government of the Federal Republic of Germany concerning the training of student pilots of the German Air Force by an advisory group of the Royal Canadian Air Force in the Federal Republic of Germany. Bonn April 18 and 20, 1961. Entered into force April 20, 1961.

###### **Iran**

Exchange of Notes between the Government of Canada and the Government of Iran concerning non-immigrant visa arrangements between the two countries. Ottawa March 10, 1961. Entered into force April 10, 1961.

###### **Italy**

Agreement between the Government of Canada and the Government of the Republic of Italy concerning the sale in Italy of waste material and scrap belonging to the command of the RCAF in Italy. Signed at Rome December 18, 1961. Entered into force December 18, 1961.

###### **Japan**

Arrangement between the Government of Canada and the Government of Japan regarding settlement of certain Canadian claims. Signed at Tokyo September 5, 1961. Entered into force September 5, 1961.

###### **Mexico**

Air services agreement between the Government of Canada and the Government of the United Mexican States. Signed at Mexico December 21, 1961. Provisionally in force December 21, 1961.

###### **Switzerland**

Exchange of Notes between the Government of Canada and the Government of Switzerland bringing into force the agreement concerning air services between Canada and Switzerland signed at Berne January 10, 1958. Ottawa November 9, 1961. Entered into force November 9, 1961.



**United States of America**

Treaty between the Government of Canada and the Government of the United States of America relating to co-operative development of the water resources of the Columbia River basin. Signed at Washington January 17, 1961.

Convention between the Government of Canada and the Government of the United States of America for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on the estates of deceased persons. Signed at Washington February 17, 1961.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning co-ordination of pilotage services in the waters of the Great Lakes basin. (With a memorandum of arrangements). Washington May 5, 1961. Entered into force May 5, 1961.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning improvement of the air defence of the Canada-U.S.A. region of NATO, the defence-production sharing programme of the two governments and the provision of assistance to certain other NATO governments. Ottawa June 12, 1961. Entered into force June 12, 1961.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning the disposal of excess United States property in Canada. Ottawa August 28 and September 1, 1961. Entered into force September 1, 1961.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning the addition of Cape Dyer to the annex to the agreement of May 1, 1959, relating to short-range tactical air navigation facilities in Canada. Ottawa September 19 and 23, 1961. Entered into force September 23, 1961.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning cost-sharing and related arrangements with respect to planned improvements in the continental air defence system (with annex). Ottawa September 27, 1961. Entered into force September 27, 1961.

Exchange of Notes between the Government of Canada and the Government of the United States of America to amend the Notes of November 12, 1953, concerning the establishment of a joint Canada-United States Committee on Trade and Economic Affairs. Washington October 2, 1961. Entered into force October 2, 1961.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning dredging in the Wolfe Island Cut to improve an existing shipping channel. Ottawa October 17, 1961. Entered into force October 17, 1961.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning dredging in Pelee Passage at the western end of Lake Erie. Ottawa October 17, 1961. Entered into force October 17, 1961.

**Venezuela**

Exchange of Notes between the Government of Canada and the Government of Venezuela extending for a period of one year from October 11, 1961, the commercial *modus vivendi* between the two countries signed at Caracas October 11, 1950. Signed at Caracas October 10, 1961. Entered into force October 10, 1961.

Exchange of Notes between the Government of Canada and the Government of Venezuela constituting an agreement permitting amateur radio stations

of Canada and Venezuela to exchange messages or other communications from or to third parties. Caracas November 22, 1961. Entered into force November 22, 1961.

## 2. Multilateral

Indus Basin Development Fund Agreement. Done at Karachi September 19, 1960. Signed by Canada September 19, 1960. Entered into force January 12, 1961.

Convention of the Postal Union of the Americas and Spain. Done at Buenos Aires October 14, 1960. Signed by Canada October 14, 1960. Entered into force March 1, 1961.

Agreement relative to Parcel Post of the Postal Union of the Americas and Spain. Done at Buenos Aires October 14, 1960. Signed by Canada October 14, 1960. Entered into force March 1, 1961.

Protocol relating to an amendment to the Convention on International Civil Aviation (Article 93 bis). Done at Montreal May 27, 1947. Canada's Instrument of Ratification deposited August 22, 1947. Entered into force March 20, 1961.

Declaration on the provisional accession of Argentina to the General Agreement on Tariffs and Trade. Done at Geneva November 18, 1960. Canada's Instrument of Acceptance deposited April 14, 1961.

Declaration giving effect to the provisions of Article XVI:4 of the General Agreement on Tariffs and Trade. Done at Geneva November 19, 1960. Canada's Instrument of Acceptance deposited April 14, 1961.

Declaration on the extension of standstill provisions of Article XVI:4 of the General Agreement on Tariffs and Trade. Done at Geneva November 19, 1960. Canada's Instrument of Acceptance deposited April 14, 1961.

Second International Tin Agreement. Done at London September 1, 1960. Signed by Canada December 2, 1960. Canada's Instrument of Ratification deposited March 22, 1961. Entered into force provisionally July 1, 1961.

Declaration of Understanding regarding the International Convention for the Northwest Atlantic Fisheries. Done at Washington April 24, 1961. Canada's Instrument of Acceptance deposited September 15, 1961.

Arrangements regarding international trade in cotton textiles. Done at Geneva July 21, 1961. Accepted by Canada September 22, 1961. Entered into force October 1, 1961.

Convention on the Organization for Economic Co-operation and Development with two supplementary protocols. Done at Paris December 14, 1960. Signed by Canada December 14, 1960. Canada's Instrument of Ratification deposited April 10, 1961. Entered into force for Canada September 30, 1961.

Single Convention on Narcotic Drugs. Done at the United Nations, New York, March 30, 1961. Signed by Canada March 30, 1961. Canada's Instrument of Ratification deposited October 11, 1961.

Protocol relating to an amendment to the Convention on International Civil Aviation (Article 50 (a)). Done at Montreal June 21, 1961. Canada's Instrument of Ratification deposited October 17, 1961.

Agreement to supplement the agreement between the parties to the North Atlantic Treaty regarding the status of their forces with respect to foreign forces stationed in the Federal Republic of Germany with a protocol of signature. Done in Bonn, August 3, 1959. Signed by Canada August 3, 1959. Canada's Instrument of Ratification deposited December 11, 1961.

Agreement to implement Paragraph 5 of Article 45 of the agreement to supplement the agreement between the parties to the North Atlantic Treaty regarding the status of their forces with respect to foreign forces stationed in the Federal Republic of Germany. Done in Bonn August 3, 1959. Signed by Canada August 3, 1959. Canada's Instrument of Ratification deposited December 11, 1961.



## APPENDIX H

### Publications of the Department

The publications of the Department of External Affairs may be classified broadly as follows:

- (1) Those printed by the Department of Public Printing and Stationery and distributed free of charge outside Canada through Canadian diplomatic missions. Most of these publications are sold in Canada by the Department of Public Printing and Stationery.
- (2) Those produced within the Department for free distribution outside Canada and, when they relate to aspects of Canada's external relations, inside Canada as well.

Detailed information about current External Affairs publications produced by the Department of Public Printing and Stationery may be obtained from the Catalogue of Canadian Government Publications sold by that department at a price of \$1.00 in Canada and \$1.25 abroad. The Department of External Affairs issues catalogues of those of its publications available both to residents of Canada and to residents of other countries, and those distributed abroad only. Residents of Canada can obtain the domestic list by applying to the Department of External Affairs, Ottawa; the list of publications available outside Canada can be obtained from Canadian posts abroad.

### Publications Available in Canada and Abroad

*Report of the Department of External Affairs:* Report to Parliament covering the work of the Department during each calendar year. Price: Canada, the United States and Mexico, 25 cents; other countries, 30 cents.

*Canada and the United Nations:* An annual report on Canadian participation in the work of the United Nations and its Specialized Agencies. Price: Canada, the United States and Mexico, 50 cents; other countries, 60 cents.

*Canadian Representatives Abroad and Representatives of Other Countries in Canada:* Issued three times a year. A directory of Canadian diplomatic, consular, and trade offices abroad and of diplomatic, consular and trade offices of other countries in Canada. Price: annual subscription, Canada, the United States and Mexico, \$1.00; other countries, \$1.25. Single copies, Canada, the United States and Mexico, 35 cents; other countries, 45 cents.

*Diplomatic Corps:* A directory of diplomatic missions in Ottawa. Published three times a year. Price: annual subscription, Canada, the United States and Mexico, \$1.00; other countries, \$1.25. Single copies, Canada, the United States and Mexico, 35 cents; other countries, 45 cents.

*External Affairs:* A monthly bulletin containing articles on subjects of current international interest and official statements of Canadian foreign policy. Price: annual subscription, Canada, the United States and Mexico, \$1.00; students in Canada, 50 cents; other countries, \$2.00.

*Canada Treaty Series:* Texts of individual treaties, conventions, and other agreements concluded between Canada and other countries. Price: Canada, the United States and Mexico, 25 cents each; other countries, 30 cents each.



*London and Paris Agreements September-October 1954:* A selection of documents resulting from meetings held in London and Paris concerning the accession of the Federal Republic of Germany to the North Atlantic Treaty Organization. Price: Canada, the United States and Mexico, 50 cents; other countries, 60 cents.

*Canada and the Korean Crisis (1960):* Price: Canada, the United States and Mexico, 15 cents; other countries, 20 cents.

*Documents on the Korean Crisis (1961):* Price: Canada, the United States and Mexico, 15 cents; other countries, 20 cents.

*The Crisis in the Middle East: October-December 1956.* Price: Canada, the United States and Mexico, 50 cents; other countries, 60 cents.

*The Crisis in the Middle East : January-March 1957.* Price: Canada, the United States and Mexico, 50 cents; other countries; 60 cents.

*Report on Disarmament Discussions 1957:* Price: Canada, the United States and Mexico, 25 cents; other countries; 30 cents.

*The Law of the Sea: A Canadian Proposal, 1959.*

*The St. Lawrence Seaway, 1960.*

*Canada and the Colombo Plan, 1961.*

*Statements and Speeches:* Texts of important official speeches on external or domestic affairs.

*Press Releases:* Issued in English and French on appointments, distinguished visitors, presentation of letters of credence, conclusion of international agreements, and delegations to international conferences.

*Canada from Sea to Sea:* An illustrated booklet for distribution abroad, dealing in popular style with various aspects of Canada—its history and geography, economic and trading position, status as a world power, people, culture, institutions, government and traditions. Published in English, French, Dutch, German, Italian, Polish, Portuguese and Spanish. Price: Canada, the United States and Mexico, 50 cents; other countries, 60 cents.

*Fact Sheets:* Information on Canada's history, government, international relations, resources, climate, transportation, industry and labour, and on the provinces of Canada, with a series of illustrated maps. This publication, which is sold in Canada in English and French by the Department of Public Printing and Stationery for 25 cents a copy, is distributed free of charge in other countries in these nine and other languages.

## Publications Distributed only Abroad

Catalogues containing order-forms for the following publications of the Department can be obtained from Canadian posts abroad:

*Canada Pictorial:* This publication, a small illustrated folder, is distributed overseas in English, French, Dutch, German, Italian, Japanese, Portuguese, Spanish and Swedish.

*Canadian Weekly Bulletin:* A summary of important developments and announcements.

*Reference Papers:* Background information on various aspects of Canadian affairs.

*Reprints:* Articles on Canada and Canadian affairs reprinted from a variety of sources, chiefly Canadian periodicals.

NOTE: The Department also distributes information material produced by a number of international organizations of which Canada is a member, such as NATO, OECD, and the Colombo Plan, but excluding the United Nations. This material is distributed on request, and also to Members of Parliament, public libraries, universities, newspapers and interested voluntary organizations. The United Nations distributes its information material through its own information offices and through other authorized outlets, which in Canada include the Department of Public Printing and Stationery and the United Nations Association.











ov Doc  
an

AI EA

A55



CANADA

///

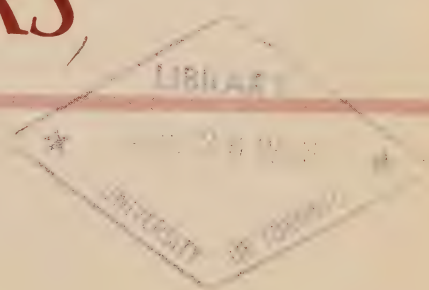
*Report (of the) Department of*

*EXTERNAL*

///

*AFFAIRS*

1962









CANADA

*Report of the Department of*  
*EXTERNAL*  
*AFFAIRS*  
*1962*

SUBMITTED TO PARLIAMENT UNDER THE PROVISIONS OF THE  
DEPARTMENT OF EXTERNAL AFFAIRS ACT



*Journal of the Royal Canadian Society*

*OF THE*

*ROYAL CANADIAN SOCIETY*

*1963*

1

ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1963

Price 50 cents      Cat. No. E1-1962

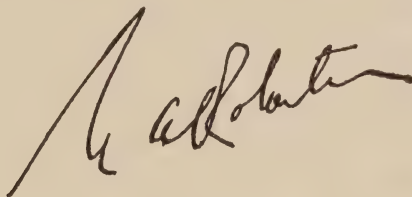


Hon. PAUL MARTIN,

Secretary of State for External Affairs.

As required by the Department of External Affairs Act, I have the honour to submit to you for presentation to Parliament the fifty-third report of the Department, covering the calendar year 1962.

It gives me pleasure to express my appreciation of the manner in which the members of the staff, at home and abroad, have carried out their duties and also of the spirit of co-operation shown by other Government Departments which are concerned with various aspects of Canada's relations with other countries.

A handwritten signature in dark ink, appearing to read 'A. Allard', is written in a cursive style.

*Under-Secretary of State  
for External Affairs.*

Ottawa, June 11, 1963.



## CONTENTS

Letter of Transmittal .....	iii
-----------------------------	-----

### CHAPTER

I. East-West Relations .....	1
II. Canada and the United Nations .....	5
III. Disarmament and Nuclear Tests .....	11
IV. Africa .....	18
V. Indochina .....	21
VI. Defence Questions .....	23
VII. The Commonwealth .....	25
VIII. Latin America .....	31
IX. Economic Affairs .....	34
X. The External Aid Office .....	42

### APPENDIX

A. Organization of the Department in Ottawa .....	45
B. Passports and visas .....	46
C. Canadian diplomatic and consular representation abroad .....	47
D. Diplomatic and consular representation of other countries in Canada .....	50
E. International associations and organizations of which Canada is a member .....	52
F. International conferences held in 1962 at which Canada was officially represented .....	55
G. International agreements to which Canada is a party: developments during 1962 .....	58
H. Publications of the Department .....	62





# I

## EAST-WEST RELATIONS

The crisis in East-West relations which arose in October as a result of the discovery and public announcement of the Soviet establishment of medium-range and intermediate-range ballistic missiles in Cuba was one of the most serious since the end of the war. Critical situations had arisen previously over the Berlin blockade in 1948-49, the outbreak of the Korean war in 1950, the last stages of the Indochina war in 1954 and the Berlin crisis of mid-1961; but Cuba raised the spectre of a direct military confrontation of the two major nuclear powers, the U.S.A. and the U.S.S.R. And yet, with the exception of the Cuba crisis, the past year has been characterized by relative quiescence in East-West relations.

We shall probably never be able to fathom precisely what Soviet motives were in establishing MRBM and IRBM missiles in Cuba. It is likely that the decision was the result of both strategic and political considerations: some hope of exploiting a possible shift in the balance of power in various disputes, principally Berlin; a means of countering any possibility of an American invasion of Cuba; a proof that the Soviet Union was sufficiently dynamic and resolute to establish with impunity a Soviet base in the Western Hemisphere, with all this would have meant in loss of American prestige with its allies and with the non-aligned countries.

Whatever the motives, it appears that the Soviet Union miscalculated the nature of the American reaction and the degree of support which the U.S.A. would obtain from its allies and the Latin American countries for the speed, vigour and the calculated restraint of its response. The Prime Minister of Canada, speaking in the House of Commons on October 25, said:

We intend to support the United States and our other allies in this situation . . . I need not refer to the record of Canada in two world wars, in the NATO alliance and in Korea as demonstrating the fact that Canadians stand by their allies and their undertakings, and we intend in the present crisis to do the same. On the other hand, we shall not fail to do everything possible to seek solutions to these problems without war. We shall seek to avoid provocative action. Our purpose will be to do everything to reduce tension.

The reference of the issue to the United Nations and the imposition of a naval quarantine were made simultaneously with the demand that the offensive weapons be withdrawn. In the face of the U.S. ultimatum, the Soviet Union preferred to avoid the possibility of direct American attack against the Cuban bases and the concomitant risk of escalation into nuclear war. It therefore agreed to dismantle the bases under international inspection and to withdraw the Soviet offensive capacity in return for an American guarantee that Cuba would not be invaded. By the end of the year, all the offensive Soviet weapons appeared to have been withdrawn

from Cuba. The American guarantee of non-invasion remained conditional as a consequence of the Cuban failure to permit ground inspection of the withdrawal.

East-West relations were severely strained over Cuba. With the settlement of the crisis they returned to their pre-crisis state, but with some prospect of further exploration of ways of improving them raised in the Kennedy-Khrushchov correspondence in October. Progress on disarmament seemed to have been made contingent by the Soviet Union on a Berlin settlement. The Soviet leaders, in part because of their concern with intra-bloc problems of which the Sino-Soviet dispute is the most serious, have given the impression that they are in the process of a re-assessment of foreign-policy tactics, if not objectives.

In the bilateral discussions between the U.S.A. and the U.S.S.R. on the Germany-Berlin problem which continued almost to the outbreak of the Cuba crisis, the Soviet leaders were careful to avoid the threats of unilateral and perhaps forceful action against Western interests which, before and after the erection of the Berlin wall, had been heard in the summer and autumn of 1961. While avoiding any new time limit, they insisted that the signature of a peace treaty and the settlement of the Berlin problem could not be delayed indefinitely. On the substance of the question, the U.S.S.R. maintained that Western troops in Berlin must be removed (unless, perhaps, they remained for a limited period under a United Nations "umbrella") and that the West must accept the existence, sovereignty and present frontiers of the so-called German Democratic Republic. The U.S.A., for its part, insisted that the presence of Western troops and their right of free access to Berlin were not negotiable. It was generally considered that, as a result of the vigour and determination of the Western response over Cuba, the Soviet Union had become increasingly aware of the determination to resist firmly any Soviet attempt to force the Western powers out of Berlin or to effect unilaterally a change in the city's status. This view seemed to be supported by the Soviet failure to refer to Berlin during the crisis and the relative restraint of its references to Berlin since then.

In the field of general disarmament (which is treated at greater length elsewhere in this report), there was little substantive progress during the year, though negotiations in the Eighteen-Nation Disarmament Committee resulted in some narrowing of differences and a clarification of points still at issue between the two sides. Lack of mutual trust as to the intentions of the other side continued to hamper the discussions in Geneva. The Soviet Government made certain modifications in its general disarmament proposals, notably on the question of strategic missiles, but up to the end of the year their representatives in Geneva had not given sufficient explanation of their position to permit further progress in the negotiations. It had also not proved possible to reach agreement on a treaty to end nuclear-weapons tests, though an exchange of correspondence between President Kennedy and Premier Khrushchov, initiated in late December, held out some hope for progress in the future.

The conference on Laos which was set in motion by the meeting between President Kennedy and Premier Khrushchov in Vienna in June 1961 finally culminated in a compromise solution which brought an end to the fighting in that country and an agreement on a neutral Laos, to which the government of the three contending forces subscribed. Soviet leaders said that the Laos solution should serve as an example for the settlement of other East-West points of conflict, but the Western view is



that the Laos agreement has yet to demonstrate either its efficacy or applicability in other situations.

Throughout the lull which preceded the Cuba crisis, there was speculation that the Russians were contemplating a major initiative in one of the obvious areas of potential conflict, such as Berlin or South Vietnam. It was widely believed that a number of setbacks on the international as well as on the domestic and bloc scenes might either impel the Russians toward some new adventure or cause them to reappraise both their foreign and domestic policies.

Undoubtedly one of the factors bearing on Soviet policies and actions was the growing rift in relations between the Soviet Union and Communist China. A steadily-mounting crescendo of criticism of each others' policies and methods, with the pretense growing progressively thinner that Albania and Yugoslavia were the real objects of attack, marked the latter half of the year. Sino-Soviet differences were intensified by the growing *rapprochement* between the Soviet Union and Yugoslavia, the major heretic as far as China is concerned, by the Soviet handling of the Cuba crisis, and by the Chinese attack on India, a leading member of the non-aligned group of countries, whose goodwill the Soviet Union has been trying so assiduously to cultivate. Attempts by Moscow to line up support for its policies among Communist parties both within and without the Sino-Soviet bloc against the challenge from Peking have clearly been a major preoccupation of the Soviet leaders and contributed to the lull in East-West relations following the Cuba crisis. At year's end, the rift between Moscow and Peking seemed wider than ever, though most Western observers did not think that a definitive break was likely as it would not seem to serve the interests of either disputant.

Continuing preoccupation with domestic problems, including the stagnation in agriculture, insufficient investment funds and inadequate progress in some key sectors of industry, may also have kept the attention of the leaders of the U.S.S.R. and their European allies diverted from East-West problems. Their concern, on both political and economic grounds, with the growing economic and political integration of Western Europe became strongly articulate for the first time in 1962 and was a contributory factor in their attempts to accelerate the integration of their own economies through the Council for Mutual Economic Assistance.

Within the group of non-aligned countries and within the United Nations, two important forums for the competition between East and West, Soviet views and influence have made little headway this past year and have suffered some reverses. A marked decline in new Soviet loans to under-developed countries may be the result of a Soviet reappraisal of the political value of such assistance, of Soviet difficulties in supplying aid and of the recipients in utilizing existing credits, or of the growing reluctance of recipients to tie themselves too closely to the Soviet bloc. Within the United Nations, the Soviet bloc paid only lip service to its earlier bid for the "troika", or three-headed Secretary-Generalship, concentrated instead on increasing its representation in the Secretariat, and joined in the general support for the appointment of U Thant for a full term as Secretary-General.

The year 1962 saw little improvement in Soviet domestic affairs, a decline in Soviet international prestige, a major set-back over the Cuba adventure and a growing rivalry within the Sino-Soviet bloc. The more realistic Communist leaders seem to have acquired a livelier appreciation of the limitations on Communist activity in promoting their objectives

given the hard facts of the thermonuclear age. The Cuba crisis, for example, did bring both sides to the dispute to a clearer realization of the perils of a local dispute escalating into thermonuclear war. It would be premature, however, to assume that this realization is likely to lead in 1963 to a genuine accommodation based on mutual concession and compromise as long as the Communist leaders continue to express their confidence in the eventual world-wide triumph of Communism.

## II

### CANADA AND THE UNITED NATIONS

The year 1962 had its share of international crises, and they found reflection in the United Nations, either in debates on actual issues or in the political atmosphere surrounding those debates. The organization, frequently acting through its Secretary-General, on several important occasions was instrumental in arranging the negotiations which served to head off by a narrow margin any serious resort to military force. At the seventeenth session, therefore, the Secretary of State for External Affairs, referring particularly to the negotiated solutions in Laos and West New Guinea, emphasized that members should take encouragement from such progress as had been made toward peace, however gradual, and should maintain a steady United Nations course in that direction, confident that the organization could control the undercurrents of danger in the world.

At the resumed sixteenth session, meeting first in January and later in June, satisfactory arrangements were made for terminating the trusteeship agreement for the territory of Ruanda-Urundi. The United Nations was able to assist the inhabitants and the administering power, Belgium, in paving the way for the emergence of two new states, Burundi and Rwanda, which subsequently became members of the organization. The negotiated settlement for Algeria, a notable achievement by France and the Algerian leaders, removed another source of sharp friction within the United Nations and led to the admission of Algeria. Other new states which attained independence and which were admitted during 1963 were Jamaica, Trinidad and Tobago, and Uganda. Canada warmly welcomed the admission of these new Commonwealth members.

To these achievements was added the modest progress made in the Eighteen-Nation Disarmament Committee in Geneva on narrowing the differences between the Western and Communist positions. The continued testing of nuclear weapons served to concentrate attention, both in that Committee and in the General Assembly, on the need for an international agreement banning all nuclear-weapons test explosions.

Before the end of the session, United Nations members were rudely shocked by the Chinese attack on India's northern frontiers. This outbreak of fighting was particularly disturbing to non-aligned states who had come to regard Chinese-Indian relations as a practical demonstration of the Bandung doctrine of peaceful co-existence. Perhaps as a consequence, there was noticeably less interest than in earlier years at the General Assembly in changing the representation of China and a resolution to that effect again failed of adoption.

During the seventeenth session, the Security Council of the United Nations was from the outset seized of the Cuban crisis, in which the United States and the Soviet Union were in sharp confrontation. For the period during which tension was at a peak, the regular work of the Assembly was disrupted, though not suspended. In the end, the speed with which agreement was reached on the removal of Soviet offensive weapons from Cuba



and the consequent resumption of intensive discussions between the two great powers had a beneficial effect on the Assembly atmosphere. The part played by the Acting Secretary-General in stimulating and assisting the negotiations on which the settlement was finally based enhanced the prestige of the United Nations and encouraged the appointment of U Thant for a five-year term, dated from November 3, 1961. Under his steady hand, the organization can be expected to maintain the stability needed to face the complications of current international developments.

It was encouraging in this regard that, for the first time in recent years, the Assembly was able to complete its lengthy agenda without resorting to a resumed session. The questions before the session were no less important than those encountered at earlier sessions, but most delegations approached them in a realistic and constructive spirit. The Canadian Delegation, frequently working with a broadly representative group of delegations, maintained steady and active pressure throughout the session to bring about moderate and practicable solutions.

### United Nations Financing

During 1962, and especially at the General Assembly, the problems of financing peace-keeping operations continued to be acute. While the proceeds from the United Nations bond issue, amounting to about \$121 million, had provided temporary alleviation, the prolonged and heavy financial burden in the Congo seriously undermined the organization's material resources and its capacity to act effectively in the field of peace-keeping and in other areas of activity. As in recent years, Canada pressed vigorously for a comprehensive consideration of these grave problems of financing. The aim continued to be to protect the principle of collective responsibility while safeguarding the special position of the developing countries with low capacity to pay. It was hoped, as well, to exert pressure on the wealthier countries, notably the Soviet Union and France, which had not paid their assessed share of the peace-keeping costs.

To some extent, efforts in the past have been frustrated not only by deliberate obstruction on the part of members opposed to the United Nations peace-keeping operations but also by questions raised about the legal validity of the financial assessments apportioned by the General Assembly. To deal with the legal arguments, Canada and like-minded members had pressed in 1961 for an advisory opinion from the International Court of Justice, and, at its sixteenth session, the Assembly requested the Court's opinion on whether the peace-keeping costs for UNEF and ONUC should be treated as legal expenses of the organization within the meaning of Article 17 of the Charter. Canada participated in legal proceedings before the International Court, whose majority opinion of July 20, 1962, confirmed the affirmative view. Accordingly, at the seventeenth session, Canada and 19 co-sponsors successfully introduced a resolution whereby the Assembly accepted the opinion of the Court. A complementary resolution called for the re-establishment of a Working Group, augmented to 21 members, to resume the examination begun in 1961 to find an acceptable method for financing peace-keeping operations. Canada continues to serve on the Working Group (which began its meetings on January 29, 1963). It is intended to prepare the ground for a special session of the General Assembly scheduled to meet prior to June 30, 1963, for the purpose of considering the financial situation of the United Nations. By that time, at the present rate of expenditure, the organization's funds will be virtually exhausted, a fact which underlines the importance of the current proceed-

ings on financial questions. In accepting his new appointment, U Thant emphasized that seriousness of these budgetary matters and appealed to all members to assist in reaching a solution.

### Peace-keeping Operations

During 1962, Canada continued its participation in various peace-keeping operations of the United Nations. For more than a dozen years, Canadian military observers have served in Kashmir and the Middle East. In the latter region, Canada provides 17 of the 100 officers of the United Nations Truce Supervision Organization, which serves on Israel's borders with the surrounding Arab states. Late in 1962, Canada also provided, on a temporary basis, a small military survey team, to establish the location of a section of the armistice demarcation line between Syria and Israel. In the Gaza Strip and in Sinai, military personnel numbering about 900 form the Canadian contingent with UNEF, while 300 more are serving in the Congo with the United Nations military force. The Canadian contingent continues to be the second largest in UNEF; Canadians in the Congo are largely responsible for communications in the United Nations Force. A Royal Canadian Air Force component also operates an airlift between Pisa and Leopoldville on behalf of the United Nations. In New York, Canada serves on the Secretary-General's Advisory Committees, one for UNEF and the other for the Congo.

As part of the agreement on West New Guinea, the United Nations established a Temporary Executive Authority to administer the territory during the period from October 1, 1962, to May 1, 1963. In response to a request from the Acting Secretary-General, Canada agreed to provide from the RCAF one senior air adviser and two amphibious "Otter" aircraft with air and maintenance crews.

### Palestine Refugees

Closely linked with peace-keeping activities in the Middle East are the operations of the United Nations Relief and Works Agency for Palestine Refugees (UNRWA). At the seventeenth session Canada supported the resolution providing for a two-year extension of the mandate of UNRWA, and for continuation of the efforts of the Palestine Conciliation Commission to find a way to progress towards solution of the refugee problem. At the UNRWA pledging conference, Canada undertook, subject to Parliamentary approval, to make the same contribution as for 1962 to the Agency's 1963 budget—\$500,000 in cash and an equal amount in wheat flour. During the year, UNRWA brought into use two vocational-training schools, located at Sibilin in Lebanon and at Homs in Syria, which were built with the proceeds from a special donation of \$1-million worth of flour made by the Canadian Government in 1960 in recognition of World Refugee Year, supplemented by contributions from Canadian voluntary organizations.

### Effects of Atomic Radiation

At the seventeenth session, the Assembly considered the second comprehensive report by the United Nations Scientific Committee on the Effects of Atomic Radiation, and a progress report prepared by the World Meteorological Organization on the action taken to implement the Assembly's request for a report on the feasibility of establishing a world-



wide scheme of monitoring and reporting on levels of radioactivity in the atmosphere. Canada has been a member of UNSCEAR since 1955 and, at the sixteenth session, took the lead in promoting the resolution calling for the WMO study. At the recent Assembly session, the Canadian Delegation continued efforts to stimulate international attention on the hazards to health resulting from increased radioactivity. A Canadian resolution, co-sponsored by 42 other members, was successfully introduced in the Assembly and adopted by an overwhelming majority. In effect, this resolution recommends that WMO complete its consultations about the reporting scheme with a view to implementing it at the earliest possible date. At the same time, UNSCEAR, which met early in January 1963, was urged to intensify its studies of the effects of radiation. These international efforts at the United Nations reflect the widespread concern in all parts of the world about this problem.

### Peaceful Uses of Outer Space

The General Assembly sought to consolidate the modest progress achieved during 1962 by the United Nations Committee on the Peaceful Uses of Outer Space. The United States and the Soviet Union reached agreement on a resolution, co-sponsored by Canada, which the Assembly adopted unanimously on December 14. Noting with regret that the Outer Space Committee had not yet made recommendations on legal questions, the Assembly called on member states to co-operate in the further development of law for outer space. Stressing the urgency of the need to continue the legal work, the Assembly referred to the Outer Space Committee all proposals which had been submitted by member states and which dealt with such matters as basic principles governing the activities of states in the exploration and use of outer space, a draft international agreement on the rescue of astronauts and spaceships making emergency landings, a draft proposal on assistance to and return of space vehicles and personnel, a draft proposal on liability for space-vehicle accidents, and a draft code for international co-operation in the peaceful uses of outer space.

On the technical side, the Assembly endorsed the recommendations by the Outer Space Committee concerning the exchange of information and urged all member states and appropriate Specialized Agencies to give wholehearted and effective support to the international programmes mentioned in the Committee's report. The resolution also endorsed the basic principles suggested by the Committee for the operation under United Nations sponsorship of sounding-rocket facilities on the geomagnetic equator. In separate sections, the resolution dealt with outer-space programmes of the World Meteorological Organization and the International Telecommunication Union, which are co-operating with the Committee on the Peaceful Uses of Outer Space. The Committee is expected to resume its sessions by the middle of 1963.

### Colonialism

In view of the enlarged membership of the United Nations, colonial issues are a matter of major interest to a large majority of members. A most important debate in this regard related to the report of the Special Committee of Seventeen, established at the sixteenth session to watch over the implementation of the Declaration on Colonialism, which the Assembly adopted in 1960. The Special Committee's attention has been concentrated



on territories in Africa which have yet to attain independence. An important and contentious issue in 1962 was a proposal to establish a fixed date for the final independence of the remaining non-self-governing territories. This arbitrary and unrealistic approach to the delicate problems of evolving viable independence was not generally accepted in the Assembly, with the result that the appropriate clause of the resolution failed to be adopted for want of two-thirds support. In giving Canadian views on the work of the Special Committee, the Canadian representative urged in the General Assembly that the colonial declaration, as well as similar provisions in the Charter and in the Declaration of Human Rights, should be universal in their application. He pointedly drew attention to the existence of Soviet imperialism and to the need to apply the appropriate United Nations principles to subject peoples under Soviet domination. Before and during the seventeenth session, Canada canvassed the views of a broadly representative group of governments to determine their attitude toward Soviet imperialism. This survey revealed that, though many members recognized the hypocrisy of the Soviet Union's criticism of Western powers, there was insufficient support for the adoption of formal proposals specifically relating to the unsatisfactory conditions within the Soviet Union. Nevertheless, in concord with Canadian efforts, a number of important statements were made in the Assembly rejecting false Soviet claims and criticisms, and calling on the U.S.S.R. to extend those rights it claimed for others to people under its control.

### Human Rights and Social Questions

To demonstrate its active interest in questions of human rights, Canada with 12 other countries co-sponsored an Assembly resolution asking the Commission on Human Rights to prepare plans for commemorating in 1963 the fifteenth anniversary of the Universal Declaration of Human Rights. Canada is now a member of the Commission on Human Rights for a three-year term beginning January 1, 1963, and was appointed to serve on the special committee on arrangements for commemorating the fifteenth anniversary of the Universal Declaration.

Consistent with its past support for programmes of refugee assistance, Canada engaged in 1962 in intensive consultations leading to a proposal to extend the mandate of the United Nations High Commissioner for Refugees for a further period of five years. This Canadian initiative was well received by the General Assembly and the resolution was adopted unanimously. The Canadian hope is that, fortified by this renewed expression of confidence, the High Commissioner will continue his energetic pursuit of practical solutions of the continuing refugee problems in many parts of the world.

### Development of International Law

At the seventeenth session, the Sixth (Legal) Committee of the Assembly dealt with the principles of international law concerning friendly relations and co-operation among states. Well in advance of the session, Canada took steps in consultation with several other governments to develop proposals for enabling the United Nations to make a greater contribution to the progressive development of international law. During the appropriate debate, Canada introduced a resolution calling for an affirmation of the rule of law and of the United Nations Charter, as the

fundamental statement of principles underlying friendly relations. It also called for a study of two areas of law which require clarification and development: the principle of respect for the territorial integrity and political independence of states, and the obligation to settle disputes by peaceful means. Other resolutions were introduced calling for a declaration of principles that should govern friendly relations and, after protracted negotiation, a compromise resolution was adopted unanimously, offering hope that the Assembly would be able to play a more constructive and active role in the future development and codification of international law.

### International Co-operation Year

One of the last acts of the Assembly at the seventeenth session was to adopt unanimously a resolution co-sponsored by India, Canada and 18 other states establishing a Preparatory Committee of up to 12 members to study the desirability of declaring 1965, the twentieth anniversary of the United Nations, a Year of International Co-operation. The Committee will also consider various possibilities for a programme of international co-operation involving member states, the Specialized Agencies and non-governmental organizations.

By the end of the seventeenth session, the United Nations had firmly reasserted its claim to be the only existing instrument with the capacity for international co-operation and conciliation on a world-wide scale. Even in the face of long-standing limitations and difficulties of a temporary but formidable nature, the organization once more proved its worth as a means of assisting member states to find the path toward peaceful solution. On the whole, members showed a preference for restraint, patience and the pursuit of constructive ends. As the year 1962 drew to a close, the United Nations found itself in a position of enhanced prestige and authority increasing the confidence of member states about the future of the organization.

A detailed account appears elsewhere in this report of United Nations action in the field of disarmament and nuclear testing, of the organization's interest in the economic development of the developing countries and of the less-advanced areas of the world, as well as of its concern over developments in Africa, more particularly in the Congo.

### III

## DISARMAMENT AND NUCLEAR TESTS

Canadian efforts in the field of disarmament were concentrated during 1962 on the multilateral negotiations which resumed in Geneva for the first time since the breakdown of the Ten-Nation Committee in June 1960. The new body established for this purpose, the Eighteen-Nation Disarmament Committee, met throughout the year. Although no final agreements were reached, the Committee succeeded in identifying areas of common ground between the Soviet and Western positions, and in clarifying major points of difference, to a greater extent than had been possible in earlier disarmament negotiations. In a General Assembly resolution of November 21 which took note of developments in the negotiations, the Committee was called upon to continue its work "in a spirit of constructive compromise until agreement has been reached".

After the breakdown in January of the negotiations between the United States, Britain and the U.S.S.R. on the cessation of nuclear-weapons tests, it was agreed that discussion of this subject should be resumed in the Eighteen-Nation Committee, both in a Sub-Committee comprising the three major nuclear powers and in plenary sessions. Several compromise proposals were advanced during the negotiations, notably by the eight neutral members of the Committee in a joint memorandum submitted in April. Although agreement was not reached by the end of the year, an exchange of correspondence between President Kennedy and Premier Khrushchov, initiated in late December, held out increased hope of concluding a treaty in the new year.

### Disarmament

#### 1. Conference of the Eighteen-Nation Disarmament Committee

##### *Procedural Arrangements:*

The decision in late 1961 to resume disarmament negotiations in a new forum was unanimously endorsed by the United Nations General Assembly on December 5, 1961. The Committee was to be composed of the members of the Ten-Nation Committee (Britain, Bulgaria, Canada, Czechoslovakia, France, Italy, Poland, Roumania, the U.S.S.R. and the United States) and eight non-aligned states chosen on a basis of broad geographical representation (Brazil, Burma, Ethiopia, India, Mexico, Nigeria, Sweden, and the United Arab Republic). However, in the event, France did not take part in the conference. The Eighteen-Nation Committee held three sessions during the year: from March 14 to June 15, from July 16 to September 8, and (after a recess during the General Assembly debate on disarmament) from November 26 to December 21. Interim reports to the United Nations were issued on May 31, September 8 and December 10.



At the outset of the negotiations, it was agreed that the U.S.S.R. and the United States would act as co-chairmen of the conference, meeting informally as need arose to discuss the agenda and to seek to reconcile differences in their respective positions. It was also agreed that plenary sessions of the Committee would be devoted to negotiations on general and complete disarmament, and that, concurrently, a Committee of the Whole would consider various "collateral" measures aimed at lessening international tension, increasing confidence among states, and facilitating general and complete disarmament.

#### *Plenary Sessions:*

The opening meetings of the Eighteen-Nation Committee were attended by foreign ministers, who were able both to give an initial impetus to the work of the conference and to hold private conversations with a view to advancing the negotiations.

In his initial statement to the conference on March 19, the Secretary of State for External Affairs, Mr. Howard Green, outlined the basic Canadian approach to the negotiations by suggesting that the Committee should focus attention on measures where common elements in the proposals of the two sides would permit rapid progress towards agreement. He also emphasized the fact that, in addition to pursuing the objective of narrowing differences on these subjects, the Committee could play a significant role in further clarifying issues on which the positions of the two sides would require detailed examination, for example, the question of inspection and control. In this context, he underlined the importance of determining "exactly the position taken by the two sides", and he recommended that a method of "careful painstaking examination rather than abstract debate" should be followed.

Subsequent plenary meetings during this period were devoted to a comparative analysis of the United States and Soviet disarmament programmes and an attempt to draw up initial agreements on the language of a draft treaty. A considerable measure of agreement was reached on the preamble to a draft treaty, and to a lesser extent, on introductory articles dealing with general requirements for the elimination of armed forces and armaments, control and verification, and the maintenance of international peace and security.

When the Committee reconvened in July after its first recess, certain delegations were again represented at the outset by ministers who had been present for the concluding session of the Laos conference.

Speaking to the Committee on July 24, Mr. Green reviewed the work of the conference to date and paid tribute to the work of the eight non-aligned members of the Committee, particularly in their effort to achieve a nuclear-test ban, and stated that they had a "vital and unique role to play in helping to bring about agreement".

In the ensuing plenary sessions, a more detailed examination was given to Western and Soviet proposals for specific measures to be embodied in a disarmament programme. For the most part, the Committee's attention was devoted to basic obligations with regard to the first stage of disarmament, and measures in regard to "nuclear-weapons vehicles" and conventional armaments.

#### *Committee of the Whole:*

Up to the first recess in July, the Committee of the Whole held a number of meetings to consider various "collateral measures" designed to reduce international tension and increase confidence among states.

Among the questions raised initially in the Committee of the Whole was a proposal by Canada to prohibit the orbiting or stationing in outer space of mass-destruction weapons, and to provide for advance notification of launchings of space vehicles and missiles. A draft declaration setting forth these two requirements was submitted on March 27 by Mr. Green. Although the Canadian proposal was supported by certain delegations during the subsequent discussions, the co-chairmen were unable to reach agreement on its inclusion among the items to be given priority consideration.

The first question agreed on for consideration by the Committee was the "prohibition of propaganda for war". On May 25, unanimous agreement was reached on a draft declaration on this subject, but when the draft was put to the plenary session for formal approval four days later, the Soviet Union reversed its position and refused to endorse it unless a number of new amendments were included which completely altered the sense of the accepted draft declaration. Since these amendments were unacceptable to several delegations, no final agreement was reached and further discussion of the subject was postponed.

By agreement between the co-chairmen, concurrent consideration was also to be given in the Committee of the Whole to measures to prevent the further dissemination of nuclear weapons, and to arrangements for reducing the risk of war by accident, miscalculation or failure of communications. Although these subjects were dealt with briefly in the Committee and in plenary, as well as in private discussions between the co-chairmen, no substantive examination of relevant proposals was undertaken. However, on December 12, the United States delegation tabled in plenary a detailed paper concerning the reduction of the risk of war by accident.

## 2. Disarmament at the United Nations

Early in 1962 the Secretary-General of the United Nations sent out enquiries pursuant to two resolutions adopted at the sixteenth session of the General Assembly. In reply to the first, "concerning the possibility of convening a special conference for signing a Convention on the Prohibition of the Use of Nuclear and Thermonuclear Weapons for War Purposes", Canada stated that "the only effective way to ensure that nuclear weapons will never be used is through agreement on a comprehensive and carefully verified system of disarmament which would deal with all aspects of the problem of nuclear weapons". The important question of nuclear disarmament should be given full consideration in the Eighteen-Nation Disarmament Committee, and Canada considered, therefore, that it would not be desirable, under the circumstances, to convene a special conference that might detract from, rather than further, these negotiations.

Replying to the second enquiry, regarding the conditions "under which countries not possessing nuclear weapons might be willing to enter into specific undertakings to refrain from manufacturing or otherwise acquiring such weapons and to refuse to receive in future nuclear weapons in their territories on behalf of any other country", the Canadian Government reiterated its support for measures "to prohibit altogether the wider spread of nuclear weapons". Every effort should therefore be made to conclude "a safeguarded international agreement, binding on the powers which possess nuclear weapons as well as those which do not" which would give permanent assurance that the further dissemination of such weapons would be effectively prevented.



*Seventeenth Session of the General Assembly:*

When the seventeenth session of the United Nations General Assembly opened in September 1962, disarmament discussions moved from Geneva to New York.

Speaking on September 25 in the general debate, Mr. Howard Green emphasized the importance of proceeding on a realistic basis to reach agreed arrangements for disarmament. Referring to the work of the Eighteen-Nation Committee, he noted that, for the first time, the United States and the Soviet Union had put forward "comprehensive treaty proposals", stressed the value of the arrangement whereby those two powers had been named permanent co-chairmen of the conference, and praised the "impartial and constructive approach" of the eight non-aligned members who had "made a magnificent contribution at that conference".

On November 21, a resolution on general and complete disarmament was adopted by a vote of 84 in favour (Canada) to none against, with one abstention. This resolution reaffirmed the need to reach agreement "at the earliest possible date" on general disarmament with effective controls, and called on the Eighteen-Nation Committee to resume negotiations to this end "in a spirit of constructive compromise", and requested the Committee to report periodically to the General Assembly and in any case not later than the second week in April 1963. In addition, the resolution requested that urgent attention be given "to various collateral measures intended to decrease tension and to facilitate general and complete disarmament".

During the disarmament debate in the First Committee, two proposals relating to nuclear weapons were also discussed. First, the question of convening a conference to sign a convention prohibiting the use of nuclear and thermonuclear weapons was again raised by a number of delegations. In Resolution 1801 (XVII) of December 18, the General Assembly requested the Secretary-General to consult further with member states concerning the possibility of convening such a conference and to report on the results of his consultations to the eighteenth session. Second, Brazil and three other Latin American countries tabled a draft resolution proposing that the states concerned undertake negotiations aimed at concluding arrangements whereby "the territory of Latin America" would be considered a "denuclearized zone". In the event, however, the co-sponsors of this proposal decided not to put it to a vote at the seventeenth session.

### **Cessation of Nuclear Weapons Tests**

Negotiations between the Soviet Union, Britain and the United States on the cessation of nuclear-weapons tests, which had resumed in November 1961 after a two-month suspension, came to an end in January 1962. When the Eighteen-Nation Committee began work in March, it was agreed, as noted above, that discussions of this subject should be conducted in a tripartite Sub-Committee and, as appropriate, in plenary sessions.

#### **1. Discussions in the Eighteen-Nation Committee**

At the commencement of the negotiations, the Soviet Union continued to maintain its earlier position that nuclear testing should be halted in outer space, under water and in the atmosphere, with control to be exercised by national means of identification and detection, and that underground testing should also be suspended until an acceptable verification



system could be worked out as part of a programme of general disarmament. The United States and Britain rejected the Soviet proposal on the ground that it did not contain any provision for adequate international control.

In his opening statement to the Eighteen-Nation Committee, the Secretary of State for External Affairs expressed deep regret that the Soviet Union had renounced its voluntary abstention from nuclear testing. He noted that all states, including the nuclear powers themselves, had stated their desire to end nuclear tests, but that final agreement had so far proved impossible owing to differences over inspection. He called on the powers concerned to make the further effort required to break the existing deadlock, and emphasized that the prospects of the conference as a whole would be seriously threatened in the absence of agreement.

After a month of negotiations during which no agreement had been reached, the eight non-aligned members of the Committee brought forward on April 16 a number of compromise suggestions for verifying compliance with a test-ban agreement. These proposals had three basic elements:

- (1) A detection system based on existing national observation posts, with new stations where necessary;
- (2) an international scientific commission to process the data yielded by national detection stations;
- (3) acceptance by the parties to the agreement of an obligation to provide adequate assurances that a "suspicious" event on their territory was not a nuclear explosion, including the possibility of inviting the international commission to conduct "on-site" inspections.

The three nuclear powers accepted these proposals as a basis for further negotiations, but because of differences in their interpretation concerning key passages no substantial progress was made. On April 24 the United States resumed nuclear testing in the atmosphere and later in the summer the Soviet Union also commenced another series of tests.

At the outset of the second round of negotiations in mid-July, the attention of the Committee was again centered on the question of nuclear-weapons tests. During the summer, new technical data were made public by the United States and Britain, on the basis of which they put forward two alternative proposals, one calling for a comprehensive test-ban treaty with adequate international inspection and the other proposing a limited arrangement involving only national detection systems which would prohibit all but underground tests. In reply, the Soviet Union reiterated its position that all tests should be stopped and that existing national detection stations would be adequate to verify that such an agreement was being observed.

With the commencement of the seventeenth session of the General Assembly, the main centre of discussion of the nuclear-test problem shifted to New York (*see below*), although the tripartite Sub-Committee also continued to meet in Geneva.

When the Eighteen-Nation Committee resumed work in Geneva on November 26, attention was again concentrated on the problem of nuclear tests, in accordance with a resolution on this subject which had been adopted by the General Assembly. During this period, further compromise suggestions were put forward by the non-aligned members of the Com-

mittee. These suggestions, which were based on the joint memorandum of April 16 and the terms of the Assembly resolution, advocated the early establishment of a scientific commission to supervise a temporary arrangement halting underground tests until agreement could be reached on a permanent treaty ending tests in all environments. However, the Soviet Union gave no indication of a willingness to accept such an interim arrangement.

In mid-December, the Soviet Union indicated that it was prepared to accept the establishment on its territory of three automatic seismic-detection stations, in accordance with a proposal discussed earlier by the 1962 "Pugwash" Conference of Scientists on World Affairs. The United States and Britain agreed that such stations could usefully supplement information received from national stations, but rejected the Soviet view that their introduction would make it possible to dispense with "on-site" inspection. The Committee reported to the United Nations on December 7 that it had not proved possible to reach agreement up to that time but that negotiations would continue.

## **2. Discussions at the United Nations**

Opposition to further nuclear testing was emphasized by a number of delegations from the outset of the seventeenth session of the General Assembly. Speaking in the First Committee on this subject, the Canadian representative stressed the fact that the Soviet Union and the Western powers had come very close to agreement. He pointed out that no test-ban treaty would fully meet the preoccupations of all states, and he called upon the nuclear powers to recognize the grave dangers to humanity which would result from continuing lack of agreement on this subject.

The widespread opposition to continued nuclear testing was reflected in two resolutions adopted by the General Assembly. The first resolution, sponsored by the United States and Britain, urged the Eighteen-Nation Committee to conclude a treaty which would permanently end all nuclear tests under effective international control, and requested the negotiating powers to reach early agreement on such a treaty. This resolution was adopted by a vote of 55 in favour (Canada) to ten opposed, with 40 abstentions. The resolution, to which the Canadian Delegation submitted a series of amendments, urged the powers concerned to reach agreement on the cessation of nuclear testing by January 1, 1963, and recommended, if full agreement could not be reached by that time, that testing in the atmosphere, in outer space and under water should be stopped immediately, together with a temporary suspension of underground tests with provision for verification by an international scientific commission. It also requested the Eighteen-Nation Committee to report to the General Assembly by December 10 on the results achieved in its further negotiations. This resolution was adopted by a vote of 75 in favour (Canada), none opposed, with 21 abstentions (including the United States, the Soviet Union, Britain and France).

## **3. Bilateral U.S.-Soviet Negotiations**

At the end of the year, an exchange of letters between President Kennedy and Premier Khrushchov gave renewed promise of an agreement to end all nuclear tests. The Soviet Premier stated that, though he still

believed national detection stations to be adequate for the verification of a test-ban agreement, he was prepared to agree to two or three "on-site" inspections as a concession to United States views. President Kennedy replied on December 28 that he had been encouraged by Premier Khrushchov's willingness to accept the principle of "on-site" inspection, but that he did not consider the number proposed by the Soviet leader to be sufficient. He also suggested that the Soviet proposals for automatic seismic stations were not sufficiently far-reaching. He stated, however, that he did not consider these problems to be insoluble, and suggested that Soviet and United States representatives might meet to pursue the discussions. This suggestion was accepted by Premier Khrushchov and further negotiations commenced in January 1963.



## IV

### AFRICA

During 1962, events in Africa continued to occupy the attention of the world. Efforts were made throughout the year to bring about the reunification of the Congo. A critical phase was reached at the end of the year. Four more African countries—Algeria, Rwanda, Burundi and Uganda—became independent and were admitted to the United Nations. At the United Nations the African members played a prominent part in the discussion in the Assembly of colonial issues which centred on African questions. The Special Committee on the Implementation of the Colonial Declaration also devoted itself almost entirely to African affairs.

During the year Canada extended its diplomatic representation in Africa. Two new missions were opened, an Embassy in Yaoundé, Cameroun, and a High Commissioner's Office in Dar-es-Salaam, Tanganyika. In addition, diplomatic relations were established with the following states, by extended accreditation from existing Canadian missions: Guinea, Ivory Coast, Upper Volta, Togo, Dahomey, Niger, Senegal, Gabon, Congo (Brazzaville), Chad, the Central African Republic, Morocco, and Uganda. In the Congo (Leopoldville) an Embassy was established under a chargé d'affaires, in place of the former Consulate General.

Distinguished visitors to Canada from African countries included the Minister of State of Morocco, the Foreign Minister of Dahomey, leading a special goodwill mission, the Minister of Agriculture of Niger, the Foreign Minister of Nigeria, and the Prime Minister of the Eastern Region of Nigeria.

### The Congo

At the beginning of the year there was some hope that 1962 would see the end of the Congo crisis. It soon became apparent, however, that, despite his signature on the Kitona Declaration recognizing the unity of the Congo, Mr. Tshombe had not completely abandoned his separatist ambitions. Despite lengthy negotiations in Leopoldville in March and April and again in May and June, Prime Minister Adoula and Mr. Tshombe failed to reach agreement on the terms under which Katanga would be reintegrated with the rest of the Congo. Following the suspension of these negotiations, the United Nations Acting Secretary-General addressed an appeal to all member states of the United Nations urging them to withhold material assistance to Katanga and to use their influence to achieve a reasonable and peaceful settlement in the Congo. He also pointed out that, if persuasion proved ineffective, it might be necessary to consider what measures could be taken to bring economic pressure on the Katangan authorities.

As a result of the failure to solve the Katanga problem, the Central Government of Prime Minister Adoula came under increasing pressure

from its political opponents in Parliament, while the United Nations was faced with serious financial difficulties brought on by the high cost of maintaining troops in the Congo and the continued defaulting in the payment of Congo assessments by a substantial number of member states.

In August the Acting Secretary-General put forward a plan for national reconciliation in the Congo which provided, amongst other things, for a new federal constitution, the sharing of Katanga's mining revenues with the Central Government, an amnesty for political offenders, and the unification of all Congolese forces. Canada, with most other members of the United Nations, supported this plan, which seemed to offer the best chance of reuniting the Congo by peaceful means. Although the plan was accepted in principle by Prime Minister Adoula and Mr. Tshombe, little was accomplished in the way of implementing it.

As the year drew to a close, the combination of financial difficulties and the possibility that some member states would be obliged to withdraw their troops from the United Nations Congo Force emphasized the urgent need to find a settlement.

On December 28 fighting broke out in Elisabethville when, after being fired upon repeatedly by units of the Katanga *gendarmérie*, United Nations troops took action to protect their security and freedom of movement. This operation was still under way at the end of the year.

Throughout the year Canadian policy was aimed at achieving as soon as possible a peaceful situation in the Congo that would enable the United Nations gradually to reduce its commitment there. Canada continued to maintain a contingent of over 300 communications troops, as well as a number of administrative and staff personnel, with the United Nations Force in the Congo.

### Portuguese Territories in Africa

The resumed session of the sixteenth General Assembly, meeting in January 1962, passed a resolution, based on the report of the Special Committee on Angola, which recognized Angola as a non-self-governing territory, confirmed the right of the Angolan people to self-determination and independence, decided to continue the mandate of the Special Committee, asked member states to deny Portugal any support and assistance that might be used for the suppression of the people of Angola, and requested the Government of Portugal to report to the seventeenth session on action taken in implementation of the resolution.

The resolution [1742 (XVI)] was passed by 99 in favour (including Canada), to two against, with one abstention. Speaking in support of the resolution, the Canadian representative said that there should be broad agreement that self-determination was the goal of political development in Angola and that, while the means and timing of progress toward this goal was negotiable, its definition would not wait. During the year the Special Committee continued its investigation of Angola and the territory was also considered by the Seventeen-Member Committee on Colonialism. The latter recommended to the Assembly a draft resolution on Angola, which was submitted at the end of the seventeenth session with little change. While the resolution recommended measures that had in the past been supported by nearly all members of the United Nations, it also referred to the possibility of Portuguese expulsion and called on the Security Council to take appropriate measures, including sanctions, to

bring about Portugal's compliance with outstanding UN resolutions on Angola. Canada, with the majority of NATO countries, voted against this resolution, which was, however, passed on December 17 by 57 in favour to 14 against, with 18 abstentions.

A general resolution on the non-compliance of Portugal with Chapter XI of the Charter of the United Nations was also adopted by the General Assembly on December 14 by 82 in favour to 7 against, with 13 abstentions (including Canada). Canada was in agreement with the purpose of the resolution, which again urged Portugal to recognize the right of the peoples of its territories to self-determination and requested the Portuguese Government to set up freely-elected and representative political institutions in these territories. Canada, however, with the other members of NATO, could not accept clauses that would, in effect, place an embargo on all arms for Portugal, including those needed for its national defence.

### South Africa

At the seventeenth session of the General Assembly a very strong resolution on *apartheid* was co-sponsored by 33 African and Asian delegations, which contained recommendations that each member should impose diplomatic and economic sanctions on South Africa to force its Government to abandon its racial policies, as well as a request that the Security Council should impose sanctions on South Africa and consider its expulsion from the United Nations. The resolution [1761 (XVII)] was passed in plenary on November 6, without an opportunity being granted for voting on separate paragraphs, by 67 votes in favour to 16 against (including Canada), with 23 abstentions.

The Canadian representative explained that, while Canada fully agreed with the aims of the resolution, his Delegation could not support the action proposed. He said that Canada was opposed to sanctions because of grave doubts regarding both the appropriateness of their use by the United Nations in a situation not involving external aggression or a question of peace or war and their potential effectiveness in causing South Africa to change its *apartheid* policies, as well as the belief that sanctions would hurt most the non-white population of South Africa. Canada was also opposed to expulsion, because the United Nations would have more opportunity to influence South Africa so long as it remained in the organization.

The Chairman and Vice-Chairman of the United Nations Special Committee on South West Africa visited the territory in May 1962, but any hope that their visit might improve relations between South Africa and the United Nations was destroyed by the controversy over the joint statement issued in Pretoria at the end of their visit. At its seventeenth session, the United Nations General Assembly adopted a resolution on December 14 by 98 votes in favour (including Canada), with one abstention (Portugal) that reaffirmed the right of the people of South West Africa to independence and national sovereignty, asked the Special Committee on the Implementation of the Colonial Declaration to take over tasks related to the United Nations responsibility for the territory which had been assigned to the Special Committee on South West Africa, and requested the Secretary-General to take steps to establish an effective United Nations presence in South West Africa.



## V

### INDOCHINA

Canada continued in 1962 to serve as a member, with India and Poland, of the three International Commissions for Supervision and Control in Cambodia, Laos and Vietnam. These Commissions had been set up as a result of the Geneva conference of 1954. The Commissions in Vietnam and Cambodia are still operating under the 1954 agreements. The Commission in Laos was provided with revised terms of reference by the Protocol to the Declaration on the Neutrality of Laos, which was signed at Geneva in July 1962. The total number of Canadian personnel serving with the three Commissions in 1962 was about 100, drawn from the Department of External Affairs and the armed services.

#### Cambodia

In Cambodia, where domestic tranquillity prevailed throughout the year, the Commission continued its activities on a limited scale; it was primarily concerned with frontier incidents on the Cambodian border with South Vietnam. These incidents led Prince Sihanouk to submit, in November, to the 13 other governments that were represented at the Geneva conference on Laos a draft international agreement, modelled on the agreement for Laos but departing from it in a number of respects. The draft protocol was designed to secure broad international support for Cambodia's sovereignty, independence, neutrality and territorial integrity and to make provision for action, if necessary, to ensure respect for these principles. It envisaged the continuation on a larger scale and with wider functions of the existing International Commission for Cambodia.

#### Laos

The international conference on the Laotian question, which had been meeting at Geneva since May 16, 1961, to work out an additional agreement for that country, concluded its work on July 23, 1962, with the signature of a Declaration on the Neutrality of Laos and a Protocol to the Declaration. Among the responsibilities entrusted to the Commission by this agreement was the supervision of the withdrawal from Laos of foreign military and para-military personnel, which was to be completed within 30 days after the Commission had notified the Royal Laotian Government of the presence of its teams at withdrawal points. Thereafter, the Commission was to supervise and control the cease-fire agreed on by the three political forces in Laos, to investigate, with the concurrence of and in full co-operation with the Royal Laotian Government, allegations of the introduction or the non-withdrawal of foreign military or para-military personnel, and to assist the Royal Laotian Government in cases where the latter might consider that war material had been illegally introduced.

Limited progress was made in the latter part of 1962 toward the implementation of the July 23 agreement. The cease-fire was generally maintained. Foreign military personnel to the number of 1109 (666 from the United States, 403 from the Philippines and 40 from North Vietnam) withdrew from Laos under the supervision and control of the Commission before October 7, 1962, the date by which all such personnel were to have been withdrawn. As the Commission reported to the co-chairmen of the Geneva conference on October 22, however, strong charges were subsequently made in the press and on the radio that thousands of foreign military personnel of various nationalities continued to be present in Laos in violation of the agreement. Limited local investigations into the validity of these charges were commenced by the Commission's teams, with the co-operation of the Laotian authorities, at the end of December.

### Vietnam

For the Vietnam Commission, the most notable event of 1962 was the publication of a special report, signed on June 2 by the Indian and Canadian Commissioners with the Polish Commissioner dissenting. Essentially, the report concluded:

- (a) that "armed and unarmed personnel, arms, munitions and other supplies" had been sent from North Vietnam into South Vietnam "with the object of supporting, organizing and carrying out hostile activities, including armed attacks, directed against the armed forces and administration" of South Vietnam;
- (b) that the North Vietnamese authorities had allowed their zone to be used "for inciting, encouraging and supporting hostile activities" in the South aimed at "the overthrow of the administration" in South Vietnam;
- (c) that South Vietnam had received military aid from the United States in quantities that appeared to be in excess of those permitted by the Geneva agreement of 1954, and had made military arrangements with the United States that amounted to a factual—though not to a formal—military alliance.

The Commission's report made it clear that the increased military aid which South Vietnam had received since December 1961 was requested for the purpose of dealing effectively with subversion. It brought out the fact that the South Vietnamese Government had undertaken to end these extraordinary measures "as soon as the North Vietnamese authorities have ceased all acts of aggression and have begun to respect the Geneva agreements".

With a view to reducing tension and preserving peace in Vietnam, the Commission recommended to the co-chairmen that "remedial action be taken to ensure" that each party should respect the other's zone and undertake no action of a hostile nature against the other party, should strictly observe the provisions of the Geneva agreement relating to the introduction of war material and military personnel, should not enter into any military alliance or use its zone for the resumption of hostilities or to further an aggressive policy, and should co-operate with the International Commission.

Notwithstanding these recommendations, the situation remained troubled after the special report was published and guerilla warfare in South Vietnam continued unabated. A large number of complaints were received from both parties and considered by the Commission.

## VI

### DEFENCE QUESTIONS

#### NATO

Support for the North Atlantic Treaty Organization continued to be one of the cornerstones of Canadian foreign policy. The Canadian army brigade and air division were maintained in Europe and Canadian naval forces assigned to NATO under the Supreme Allied Commander Atlantic (SACLANT) were strengthened during 1962.

The regular spring meeting of NATO foreign ministers was held in Athens from May 4 to 6, and was attended by defence ministers, who also met separately on May 3. In their review of the international situation, the ministers reaffirmed that general and complete disarmament under effective control remained the best means of ensuring lasting peace and security throughout the world and they noted with satisfaction the position taken by the Western powers at the Geneva Disarmament Conference. The ministers also examined the Berlin question and took note of the most recent developments in the situation, including the fact that exploratory talks were taking place with the Soviet Union.

The Council discussed the progress in the development of the alliance's defence policy and in this respect welcomed confirmation by the United States that it would continue to make available the nuclear weapons necessary for NATO defence, concerting with its allies on basic plans and arrangements with regard to these weapons. In addition, during the meeting both the British and United States Governments gave firm assurances that their strategic forces would continue to provide defence against threats to the alliance beyond the capability of NATO committed forces. In order that all members might play their part in the formulation of NATO defence policy, it was decided to set up special procedures, to include all members of the alliance, to exchange information concerning the rôle of nuclear weapons in NATO defence. The Council noted the progress made during the last year in the defence effort of the alliance and, in particular, the quantitative and qualitative improvements made in forces of member countries assigned to or earmarked for NATO. In particular, the ministers noted with satisfaction the United States commitment of "Polaris" submarines to the defence of the NATO area. The Council also stated that it remained convinced that, if the alliance was to meet the threats to its forces, a balance between conventional and nuclear forces had to be the subject of continuous examination. At their separate meeting, the defence ministers made a number of recommendations for improving co-operation in sharing within the alliance the burden of research, development and production of military equipment.

The ministers gave special attention to the economic-development requirements of Greece and Turkey and agreed that governments in a position to assist these countries should urgently consider establishing in



an appropriate form consortia to co-ordinate the mobilization of resources needed to ensure the satisfactory economic development of Greece and Turkey. The ministers also agreed to establish a study group to consider further the special defence problems of Greece.

The annual ministerial meeting convened in Paris from December 13 to 15. Canada was again represented by the Secretary of State for External Affairs and the Minister of National Defence. The international situation was thoroughly reviewed in the aftermath of the recent Cuban crisis, and Canada took the occasion to express its support for the firm but restrained response of the United States to the Soviet threat in Cuba and to suggest that, in the light of the strengthened diplomatic position of the West after Cuba, it would be well to consider how best to use the increased confidence and solidarity to take advantage of any opportunities to reduce tension, to prepare for negotiations and, wherever possible, to take the initiative. The Council reaffirmed that general and complete disarmament under effective international control continued to be a question of major concern. It emphasized the importance of reaching an agreement that would, step by step, bring peace and security to the world. It expressed the hope that the Soviet attitude, which had so far frustrated concrete agreement on any of the key questions at issue, would change. With regard to Berlin, the NATO Council recalled and reaffirmed its determination to defend and maintain the freedom of West Berlin and its people. The ministers concluded that constant vigilance and unity of purpose in a spirit of interdependence, as well as readiness to examine any reasonable possibility of reducing international tension, must continue to guide the policy of the alliance.

In reviewing the NATO defence effort for the year, the ministers agreed that it was necessary to increase the effectiveness of conventional forces. They further agreed that adequate and balanced forces, both nuclear and conventional, were necessary to provide the alliance with the widest possible range of response to whatever threat might be directed against its security. It was recognized that a sustained effort would be required to improve conventional forces, and the ministers invited the Permanent Council to review procedures in order to secure a closer alignment between NATO military requirements and national-force plans, as well as an equitable sharing of the common defence burden. The ministers also noted, in accordance with the resolution adopted at the Athens meeting, that, in a spirit of solidarity and interdependence, measures had been decided on to assist Greece in solving the special defence problems with which it was confronted.

At the invitation of the Canadian Government, it was agreed to hold the annual spring ministerial meeting of the North Atlantic Council in Ottawa from May 21 to 23, 1963.

### North American Defence

There were no new substantive agreements in the field of joint Canada-United States defence during 1962. The numerous co-operative arrangements which have developed over the past years continued to operate under the aegis of the various media of consultation on defence between the two governments.

## VII

### THE COMMONWEALTH

#### Membership

During the year, three newly-independent states—Jamaica, the unitary state of Trinidad and Tobago, and Uganda—became members of the Commonwealth, bringing its membership to 16. By the end of 1962, Canada had high commissioners accredited to all countries of the Commonwealth, including the three newly-admitted members.

#### Commonwealth Prime Ministers' Meeting

For the eleventh time since the close of the Second World War, the prime ministers of the Commonwealth met in London in September 1962. This was the first occasion on which Sierra Leone, Tanganyika, Jamaica and Trinidad and Tobago had been represented as independent countries at a Commonwealth meeting; the presence of their prime ministers, together representing 15,000,000 people who had achieved independence since the last Commonwealth meeting in 1961, was welcomed by other Commonwealth governments. The prime ministers were informed that Uganda, with a population of nearly 7,000,000, would attain independence in October 1962, and they agreed that Uganda should be admitted to Commonwealth membership after it achieved independence.

The Commonwealth leaders noted with satisfaction the great progress made toward the establishment of the Federation of Malaysia by August 31, 1963, a measure that would enable the state of Singapore, the territories of North Borneo and Sarawak, and possibly the state of Brunei, with a combined population of about 3,000,000, to attain independence as part of the enlarged federation. The prime ministers also agreed that Tanganyika should remain a Commonwealth member after its adoption of a republican form of constitution in December 1962.

In the course of their discussions, the prime ministers exchanged views on the political situation in various parts of the world. In particular, they took note of the proposals relating to the Congo put forward the previous month by the Acting Secretary-General of the United Nations, and expressed the hope that these would prove to be the basis for a speedy and constructive settlement. With respect to disarmament, after reaffirming the principles laid down in their statement on disarmament of March 17, 1961, the prime ministers agreed that the need for disarmament had been intensified by the steady development of ever more powerful weapons and expressed their conviction that the Eighteen-Nation Disarmament Committee at Geneva should continue its efforts toward a treaty for general and complete disarmament in accordance with these principles. The prime ministers noted that discussions on the cessation of nuclear weapons tests had been taking place in Geneva and expressed the hope

that these efforts would be successful in bringing into being an effective treaty to eradicate this source of fear and danger to mankind.

The communiqué issued at the close of the prime ministers' conference on September 19 stated in part:

The primary object of this meeting was, however, to review the progress made in the negotiations in Brussels about the conditions on which Britain might join the European Economic Community, and to examine the nature and prospects of safeguards for the trade of other Commonwealth countries. The greater part of the meeting has been devoted to the discussion of this complex question. Although this discussion has disclosed many differences of viewpoint and many uncertainties, all the exchanges have been conducted in the frank and friendly atmosphere which characterizes Commonwealth meetings. This has reaffirmed the common determination to strengthen the links between the countries of the Commonwealth.

Speaking on September 17 of the Canadian position toward Britain's entry into the EEC, Prime Minister Diefenbaker said: "The Canadian Government is not taking a position on whether or not the United Kingdom should enter the Common Market, because we respect the right of Britain to take this decision herself." He added that Canada's assessment was that "in the further negotiations planned to take place in Brussels in contemplation of entry by Britain into the Community, substantial further improvement will be needed in the terms of entry in the light of the undertakings that have been given regarding the safeguarding of Commonwealth interests".

### Economic and Military Assistance

During the year, Canada's overseas economic aid for developing countries continued to be directed in the main to Commonwealth territories through the Colombo Plan, the Canada-West Indies Aid Programme and the Special Commonwealth African Aid Programme (SCAAP). Canada's total contribution under the Colombo Plan since its inception exceeds \$380 million. The aid to the West Indies is expected to reach some \$10 million over the period 1958-63, and Canada has pledged aid to Commonwealth countries in Africa through SCAAP to a total of \$10,500,000 for the period 1960-63. In 1962 Canada also extended technical assistance to British Guiana and British Honduras amounting to \$120,000.

Canada gave other forms of aid to Commonwealth countries during the year. The Canadian Armed Forces Training Team continued to help train officers and technicians of the Ghanaian armed forces. Three new instructor positions have been established, and the Canadian team in Ghana at the end of the year numbered about 30 officers and men. During 1962, Canada agreed to assist in the training of the Nigerian Navy. Nine army and six navy cadets from Nigeria are undergoing training in Canadian defence establishments. In 1962 it was also arranged that three officers from the Trinidad and Tobago Regiment would be trained in Canada in early 1963.

### Educational Co-operation

At the Second Commonwealth Education Conference, held in New Delhi in January 1962, Canada was represented by a delegation composed of 15 representatives of provincial departments of education, uni-



versities, educational and professional associations, and departments of the Federal Government. The purposes of this conference were to examine in retrospect the general operation of the Commonwealth Education Programme inaugurated at the Oxford conference in July 1959, and to study aspects relating to its extension or modification.

Delegates participating at the New Delhi conference noted that an impressive start had been made on the Commonwealth Scholarship and Fellowship Plan, awards having been instituted by all the countries that had undertaken at Oxford to do so, and by some others. Moreover, it was considered likely that the original aim of 1,000 scholarships current at any one time would be achieved in the near future. (At the end of 1962 there were 219 Commonwealth students in Canada under this Plan and 84 Canadians were studying in other Commonwealth countries. It is expected that the announced Canadian target of 250 scholarships tenable at one time will be attained in the 1963-64 academic year). In the field of teacher training, delegates to the New Delhi conference noted that there had been rapid and substantial progress since the Oxford conference and that over 800 educational awards had been offered. However, the phenomenal rate of advance in developing Commonwealth countries offered room for improvement and means were discussed of attracting more teachers to serve in these areas. At the end of 1962, 119 Canadian teachers were serving under Canadian Government educational aid programmes in the less-developed countries of Southeast Asia, Africa and the Caribbean area.

It was generally agreed at New Delhi that, while programmes of assistance should normally be bilaterally implemented, there was a need for other Commonwealth machinery to supplement bilateral arrangements. It was unanimously agreed that the administrative machinery set up experimentally at Oxford in 1959, in the form of the Commonwealth Education Liaison Committee (CELC) and the Commonwealth Educational Liaison Unit (CELU), had served a useful purpose and should be continued. During the year Canada was invited to nominate the next director of the Commonwealth Education Liaison Unit, and chose Dr. F. K. Stewart, executive secretary of the Canadian Education Association, who will succeed the first and present director, Dr. V. S. Jha of India. Dr. Stewart is expected to take up his appointment in London in June 1963.

In looking to the future, those who attended the New Delhi conference considered that a periodic examination of Commonwealth educational co-operation would be of value. Accordingly, the invitation of the Canadian Government to convene a Third Commonwealth Education Conference in Canada was warmly received by all representatives. Subsequently it was decided that the third conference would be held in Ottawa late in the summer of 1964.

In addition to the Commonwealth Education Programme, the Association of Universities of the British Commonwealth (AUBC) makes a significant contribution to Commonwealth educational co-operation. This body, which includes almost all universities and university colleges in the Commonwealth, stimulates a liaison service between the faculties and administrators of its member universities. The AUBC, like the Canadian Universities Foundation and similar non-governmental organizations in other Commonwealth countries, plays a useful part in the implementation of the Commonwealth Scholarship and Fellowship Plan.

## West Indies and British Guiana

A number of major political changes occurred in this area in 1962. The ten-island grouping known as The Federation of the West Indies was formally dissolved in May, after being in existence for just over four years. In August, both Jamaica and the unitary state of Trinidad and Tobago, the two largest and most populous territories in the former federation, became independent states and were admitted to Commonwealth and United Nations membership. Canada presented each of these new Caribbean states with an independence gift of \$10,000 for scholarships tenable at institutes of higher learning in Canada. The eight small islands (Barbados, St. Lucia, Grenada, St. Vincent, Dominica, St. Christopher-Nevis-Anguilla, Antigua, and Montserrat) of the former ten-island grouping undertook to form a new association under the leadership of Barbados, but, by the end of the year, plans had not been completed for the establishment of this smaller federation.

In British Guiana, the introduction of an austerity budget imposing increased taxes and a compulsory savings levy caused a general strike in February, during which some looting and burning of property took place in the capital city, Georgetown. These disturbances resulted in Premier Cheddi Jagan requesting Britain to send troops to the colony to maintain law and order. A commission of enquiry, composed of British, Ghanaian and Indian judges, looked into the causes of the February disturbances. Their report noted that, while racial tension and friction existed between the East Indian, African and European segments of the population, these were not responsible for the disturbances, which were acts of spontaneous combustion sparked, in part, by political rivalries and frustrated ambitions of political leaders. In October and November, a constitutional conference was held in London to set a date of independence for the colony of British Guiana. However, the leaders of the three political parties could not reconcile their differences on a number of points relating to the future constitution of an independent British Guiana, and the conference was adjourned *sine die*. Near the end of the year, Premier Jagan was attempting to form a coalition government composed of the two largest political parties in the territory.

## Africa

In addition to the achievement of independence by Uganda, there was a further advance towards the goal of independence in nearly all the remaining British territories in Africa during 1962. Following a conference in London in April, a coalition government was formed in Kenya in which the two main parties, KANU and KADU, had equal representation, with the objective of drawing up a constitution on which final independence could be based. By the end of the year, however, agreement had not yet been reached between the major parties on the question of the division of power between the central and regional governments. In Zanzibar, the state of emergency was ended and further efforts were made to bring about a reconciliation between the rival political parties in order to achieve self-government.

The Federation of Rhodesia and Nyasaland was subject to considerable strain during the year. The Malawi Congress Party consolidated its power in Nyasaland, and it was agreed at a conference held in London in November that Nyasaland should achieve full internal self-government



in February 1963, when Dr. Banda would become Prime Minister. The British Government also announced in December its acceptance in principle of the right of Nyasaland to secede from the Federation. In Northern Rhodesia, elections held in November and December resulted in the formation of an African majority government by a coalition of the two African nationalist parties. Southern Rhodesia was the subject of intensive discussion at the United Nations throughout the year, both in the 17-Member Committee on Colonialism and in the General Assembly. In elections held in December, the United Federal Party, which had advocated a multi-racial solution to Southern Rhodesia's political problems with the repeal of any acts supporting racial discrimination and the gradual granting of political rights to Africans, was defeated by the Rhodesian Front Party, which favours the retention of white control.

In West Africa, self-government was granted to Gambia and study was begun on a form of association with Senegal. In the high commission territories of Basutoland, the Bechuanaland protectorate and Swaziland in Southern Africa, increased responsibilities were assumed by elected African authorities. A new constitution for Swaziland was still under discussion at the end of the year.

### Southeast Asia

Good progress continued to be made in forming the new state of Malaysia, which will consist of Malaya, Singapore and the Borneo territories of Sarawak and North Borneo; Brunei was invited to join, but has not yet reached a final decision. (This sultanate successfully overcame an armed revolt at the close of the year). A referendum in Singapore in 1962 gave support to the proposal to become part of Malaysia. The Cobbold Commission, which investigated the views of the people of Sarawak and North Borneo, reported in August 1962 that a majority of the people in both territories favoured joining Malaysia providing there were certain safeguards necessitated by local conditions. The British, Malayan and Singapore Prime Ministers agreed to establish the new state by August 31, 1963. A British-Malayan Inter-governmental Committee was set up to iron out the few differences still remaining concerning the inclusion of Sarawak and North Borneo and to work out the details of the agreement whereby the two territories would join Malaysia. When this body has finished its work, there will probably be a conference of all the governments concerned to decide on the final constitutional arrangements for Malaysia.

The sudden Chinese attack on India at the end of October caused great concern among Western nations, particularly those in the Commonwealth. In a speech to the House of Commons on October 22, Prime Minister Diefenbaker declared Canada's full sympathy and support for India. Canada furnished six "Dakota" aircraft to India and additional aid is at present under consideration. Messages of support were extended to India by most of the members of the Commonwealth. Britain, Australia and New Zealand also provided India with assistance in various forms. Six non-aligned countries (Burma, Cambodia, Ceylon, Ghana, Indonesia and the United Arab Republic) assembled in Colombo in December to discuss means of solving the border dispute between India and the People's Republic of China. Also of importance was the Indian-Pakistani communiqué of November 29 announcing that joint talks would be held in an effort to resolve the difficulties existing between these two countries. These talks were begun on December 26 in Rawalpindi.



### Other Commonwealth Activities

In November the Commonwealth Parliamentary Association met in Lagos and a large Canadian delegation, composed of federal and provincial representatives, attended. The Association, which began in 1911 with six branches, now has 69 branches; it is the only institution providing the means for a regular exchange of ideas and information among members of the Parliaments of the Commonwealth. While the Commonwealth Parliamentary Association is in no way a formalized institution, it provides through its annual meetings in various Commonwealth capitals an opportunity for Commonwealth legislators to exchange impressions and become acquainted with each others' problems.

Another enjoyable Commonwealth occasion took place in Australia, when the many sporting events which comprise the British Empire and Commonwealth Games were held in Perth from November 15 to 21.

## VIII

### LATIN AMERICA

Following the removal from office of the former heads of state of Argentina and Peru, Canada extended recognition to new governments. On April 17 the Canadian Ambassador in Argentina acknowledged a note from the Argentine Ministry of External Affairs stating that Dr. José María Guido had assumed the Presidency of the Republic of Argentina. On August 7 the Canadian Ambassador in Peru acknowledged a note from the Peruvian Foreign Ministry, which stated that it was the wish of the government junta in Peru to bring closer the cordial relations which happily existed between Peru and Canada. In both cases, the notes constituted recognition of the new governments.

### The Cuban Crisis

The crisis in the Caribbean in the last quarter of 1962 resulted from the discovery in mid-October that the arms build-up in Cuba, which had been going on for several months, was providing the Soviet Union with missile bases having an offensive capability near to the North American mainland.

Faced with this menace to Canada, the Canadian Government took precautions in co-operation with its allies and prepared for contingencies that might arise. Thus the Canadian Government, which had previously become concerned at the increase in the number of Soviet aircraft requesting permission to land in Canada or overfly Canadian territory en route to Cuba, informed the Soviet Union before the Cuban crisis that, as the Soviet Union was not a member of the International Civil Aviation Organization (ICAO), such landings or overflights would generally not be granted in future to Soviet aircraft en route to Cuba. With respect to flights between other Soviet-bloc countries and Cuba, steps were taken at the start of the Cuban crisis to ensure that inspection and other relevant procedures in accordance with Canadian laws and the provisions of the ICAO convention were fully complied with to ensure that no warlike material was being carried through Canada to Cuba. The Canadian Government also increased its endeavours to have the United Nations deal with the crisis and gave full support to the initiatives taken by the then Acting Secretary-General in formulating a peaceful solution to the Cuban problem.

### Relations with Cuba

Throughout 1962, the Canadian Government continued to prohibit the sale to Cuba of arms and strategic materials. It also strictly enforced controls designed to prevent Canada from being used as a back door to evade United States laws, and no permits were issued for the re-export to Cuba

of goods of U.S. origin. Trade, which was confined to goods of a non-strategic and non-military nature, dropped in 1962 to less than half the total amount for 1961. Exports decreased from \$31.1 million in 1961 to \$10.8 million for 1962, while imports declined from \$5.2 million to somewhat less than \$3 million. At the close of the year, most NATO countries, including Britain, Canada, France, Italy and Belgium, continued to maintain diplomatic relations with Cuba, along with five member countries of the Organization of American States, including Brazil, Chile and Mexico. As far as Canada is concerned, the recent grave crisis did not alter the long-established practice of maintaining diplomatic and commercial relations with countries of a different outlook or political system.

### Inter-American Conferences

During the year Canada was represented as a member at meetings of two specialized agencies of the OAS. An official of the Department of Mines and Technical Surveys attended the sixth meeting of the Directing Council of the Pan-American Institute of Geography and History held in Mexico in June. He also acted as chairman of an *ad hoc* committee established to study the relations of the Institute with the Pan-American Union. The Dominion Statistician attended the Fourth Inter-American Statistical Conference, and the fourth general assembly of the Inter-American Statistical Institute in Washington in November. In addition, an official of the Department of National Health and Welfare represented Canada as an observer at the sixteenth Pan-American Sanitary Conference and the fourteenth meeting of the Regional Committee of the World Health Organization for the Americas held in Minneapolis, U.S.A., in August and September.

### Economic Questions

The United Nations Economic Commission for Latin America (ECLA) has its headquarters in Santiago, Chile. Canada became a full member on October 6, 1961. Representatives of the member countries met in committee of the whole from February 14 to 16, and Canada was represented at this meeting by its Ambassador to Chile. The committee-of-the-whole meetings review the progress of the Commission's work between plenary sessions, which are held every two years. At this meeting, the establishment of the Latin American Institute of Economic and Social Planning was agreed upon and its Governing Council set up. This Institute is expected to play an important role in Latin American affairs. It will advise and assist governments in development planning, and train government officials to formulate and execute national plans.

An observer group from the Canadian Embassy in Mexico attended the first annual meeting at the ministerial level of the Inter-American Economic and Social Council (IA-ECOSOC), which was held in Mexico City from October 22 to 27. IA-ECOSOC, an agency of the Organization of American States, had held a special ministerial meeting in Punta del Este, Uruguay, in August 1961 to launch the Alliance for Progress, at which time a decision was taken to send a Canadian observer group to the future annual meetings. At its 1962 meeting in Mexico City, IA-ECOSOC adopted two important resolutions to help implement the Alliance for Progress. First, six special committees were created to meet at regular intervals between the annual meetings of IA-ECOSOC. They will deal with plan-



ning, agriculture, fiscal policy and administration, education, industrial development, health, housing and community development. Secondly, it was decided that two outstanding Latin Americans would be appointed to study and improve the co-ordination among the various organizations and agencies now dealing with Latin American economic affairs. Former Presidents Lleras Camargo of Colombia and Juscelino Kubitschek of Brazil were subsequently chosen unanimously by the OAS Council.

The Canadian Government has continued to follow closely the development of the Latin American Free Trade Association (LAFTA). The second annual meeting of LAFTA was held in Mexico City from August 27 to November 22. At this meeting, tariff concessions were negotiated between the members which became effective on January 1, 1963, and agreement was reached on the principle that quantitative restrictions were incompatible with the LAFTA treaty. Cuba's application for admission to the LAFTA was rejected. Nine countries are now signatories to the LAFTA treaty: Argentina, Brazil, Chile, Colombia, Ecuador, Mexico, Paraguay, Peru and Uruguay. Venezuela and Bolivia sent observers to the LAFTA meeting at Mexico City, and the possibility of their joining is now being studied.

The Canadian Government has encouraged Canadian exports to Latin America through facilities under Canada's Export Credits Insurance Act for providing long-term credits to assist sales of capital goods. In 1962 long-term credits were provided for the sale of road graders to Argentina and locomotives to Brazil. During the year the Canadian Government helped to send a number of trade missions of Canadian businessmen and government officials to Latin American countries in an effort to promote trade.

## IX

### ECONOMIC AFFAIRS

Canada has traditionally maintained close bilateral relations with other major trading countries, in particular the United States, Britain and other Commonwealth countries, the countries of Western Europe, and Japan. Its trade relations with the countries of Latin America, Asia and elsewhere in the world are of increasing importance. In January 1962 there was a further meeting of the Joint Canada-United States Committee on Trade and Economic Affairs, the ministers of the two countries meeting on this occasion in Ottawa. During the year a number of meetings between Canadian and United States officials took place to discuss problems of mutual concern such as trade between the two countries in lumber and oil and international trade in cereals. In September, the Prime Minister and the Secretary of State for External Affairs attended a conference of Commonwealth prime ministers in London to review problems arising out of Britain's negotiations with members of the European Economic Community. Toward the end of the year, plans were being made for a first meeting of the Canada-Japan Ministerial Committee (which was subsequently held in Tokyo in January 1963).

Canada continued during 1962 to play an active role as a member of international organizations and institutions in the economic and trade field, such as the International Monetary Fund, the International Bank for Reconstruction and Development, the General Agreement on Tariffs and Trade (GATT), the Organization for Economic Co-operation and Development (OECD) and various United Nations bodies. Canada is also a party to a number of international agreements concluded under United Nations auspices governing trade in important primary commodities. These include the International Wheat Agreement and agreements on sugar and tin. During 1962, Canada signed and ratified the new International Coffee Agreement, concluded in August in New York.

#### Canadian Foreign Exchange Developments

On May 2, 1962, a par-value equivalent to 92.5 U.S. cents was established with the approval of the International Monetary Fund. On June 24 the Canadian Government announced a series of measures relating to Canada's balance of international payments, to the level of the exchange reserves, and to government revenues and expenditures. These were:

- (a) temporary graduated surcharges on certain classes of imports comprising approximately half of all Canadian imports, or nearly \$3-billion worth;
- (b) a reduction in the customs exemption for tourists previously allowed Canadians travelling abroad;
- (c) a programme to reduce government expenditures by \$250 million for the full fiscal year;

- (d) reinforcement of Canada's holdings of gold and U.S. dollars by:
  - (i) exercising Canada's borrowing rights with the IMF and drawing \$300 million in foreign exchange;
  - (ii) arrangement for line of credit of \$400 million from the Export-Import Bank in Washington;
  - (iii) reciprocal currency arrangements with the U.S. Federal Reserve System in the amount of \$250 million, and a comparable arrangement with Britain in the amount of \$100 million.

Not long afterward the Government announced that the arrangements with the Export-Import Bank in Washington and with Britain had been cancelled, and that the currency arrangements with the U.S. Federal Reserve System had been changed to a standby credit.

In addition, in October and November 1962, the Canadian Government announced the elimination or reduction of the temporary import surcharges on approximately \$500-million worth of imports.

France and the Netherlands made substantial repayments ahead of time on postwar loans they had received from Canada.

### Developments in European Integration

In 1962 the European Economic Community entered the second phase of its transitional period. This decisive step in the development of the Community was made possible by agreement among its members at the beginning of the year on the framework of their Common Agricultural Policy. Existing mechanisms for regulating trade in grains and cereal products within the Common Market and between The Six and outside suppliers were replaced by a new system of import levies. This raised important concerns for Canada. Steps were also taken during 1962 to develop and implement a common policy in other agricultural sectors.

The Six carried out another internal staff reduction, bringing the total reductions so far in the industrial sector to 50 per cent of basic duties. With the beginning of the second stage, the decisions of the EEC Council of Ministers will be subject to the majority rule in most of the areas under its jurisdiction. The Common Market may now be expected to be fully operative by the end of 1969—or earlier, should its members decide to accelerate further.

The results of the tariff negotiations between Canada and the EEC carried out within the framework of the GATT tariff conference in 1960-61 were brought into effect in 1962. Although some reductions in the common tariff were obtained by Canada, the level of protection on some commodities such as aluminum and newsprint continued to be a matter of concern to the Canadian Government.

The main negotiations carried out by the EEC concerned Britain's application for membership in the Community. The negotiations between Britain and The Six in Brussels reached the stage of active bargaining after an exploratory phase of several months, but at the end of the year the outcome still hung in balance.

Commonwealth problems figured prominently in the negotiations. Britain and The Six agreed on arrangements for imports into Britain of manufactured products from Canada, Australia and New Zealand, and they developed proposals for the treatment of temperate foodstuff imports



but could not reach agreement on them before the summer recess of the talks. With the arrangements worked out in September, Britain and The Six had agreed on the broad features of a settlement of the problems for the less-developed Commonwealth countries which would result from British membership. By and large, the arrangements negotiated so far, with the exception of the offer of association for some Commonwealth countries and some tariff concessions of interest chiefly to tropical producers, concern transitional arrangements and arrangements for further negotiation with Commonwealth countries and others after Britain's accession.

At the end of the year several areas of major interest to Canada—temperate and processed foodstuffs, and industrial materials for which Britain had requested free entry into the Common Market—were still being discussed, as were the problems of British agriculture which had emerged as a major issue between the British Government and The Six.

The conference of Commonwealth prime ministers in September was the occasion for extended consultations among all Commonwealth countries. While the negotiations in Brussels had not reached the stage where a definitive judgment could be formed, the prime ministers' meeting provided the opportunity for the fullest exchange of views on the effects which British membership in the EEC could have on the interests of the Commonwealth countries. The conference demonstrated the concern of Commonwealth governments that the terms negotiated at Brussels should provide satisfactory access to the enlarged Community for their exports, including such items as Canadian agricultural commodities and industrial materials. In recognition of the pressing problems of world trade, the Canadian Prime Minister proposed at the conference that, whether Britain joined the Common Market or not, a high-level meeting of like-minded trading nations should be convened to consider an active programme which would make possible a further expansion of world trade.

The Canadian Government was kept closely informed by the British Government of developments in Brussels. Mr. Edward Heath, Lord Privy Seal and chief British negotiator at Brussels, visited Ottawa in January and March and Prime Minister Macmillan was in Ottawa at the end of April. For its part, the Canadian Government provided complete information to the British Government on all aspects of Canadian trade interest relevant to the negotiations.

While the British negotiations overshadowed other moves towards the enlargement of the Common Market, Greece became an associate member in November, and there were requests for membership or association by Turkey, Norway, Sweden, Switzerland, Austria, Cyprus, Spain and Portugal. All the countries of Europe outside the Soviet bloc, with the exception of Iceland and Finland, were thus seeking some form of relation with the EEC by the end of 1962.

The new tariff agreements negotiated in the 1960-61 GATT tariff conference, which began in September 1960, came into effect on July 16, 1962, with the signing of a Final Act authenticating its results and with the opening for signature of a Protocol incorporating and giving permanent treaty form to the agreements concluded. Canada and 25 other countries took part in the negotiations, which were designed to increase the flow of world trade by the reduction of tariff barriers. Canada's principal negotia-

tions were with the United States and the European Economic Community. Canada also concluded tariff agreements with Portugal, Israel and Spain, in connection with the accession of these three countries to the General Agreement on Tariffs and Trade.

The twentieth session of the Contracting Parties to the General Agreement on Tariffs and Trade was held in Geneva from October 23 to November 16, 1962. The Contracting Parties adopted a joint Canada-United States proposal that a ministerial meeting of member countries should be held in the early part of 1963 to consider a programme for effective liberalization and expansion of trade in both primary and secondary products. In this connection, full weight would be attached to the importance and urgency of negotiating solutions to the problems of trade in primary products, and to the additional trade problems of less-developed countries. It was decided that the GATT Council should make preparations for the ministerial meeting, propose the agenda, and establish the precise date for the opening of the meeting.

During the session, the Contracting Parties also reviewed the progress made over the past year in the reduction of tariff and non-tariff barriers to the expansion of trade in less-developed countries. They considered a proposal to explore ways and means by which less-developed countries which were not parties to GATT but considered GATT the appropriate place to deal with trade problems might contribute to and participate in the work of GATT of particular interest to them. However, in view of the shortness of time and the importance of the matter involved, it was decided to refer this question to the GATT Council for examination. The Council will consider this matter when it turns its attention to preparations for the GATT ministerial meeting.

At the opening meeting of the twentieth session, Trinidad and Tobago and Uganda, which had acquired independence during 1962, became the forty-third and forty-fourth Contracting Parties to the GATT. In addition, during the twentieth session, the Contracting Parties considered applications for formal accession to the General Agreement from Yugoslavia and the United Arab Republic, and adopted declarations granting provisional accession for both countries.

At the conclusion of the twentieth session, the Contracting Parties elected Mr. J. H. Warren of Canada as their chairman for the twenty-first session.

The Contracting Parties decided to hold the twenty-first session in Geneva from October 22 to November 15, 1963.

An international arrangement, concluded under GATT auspices in 1961, relating to international trade in cotton textile products, was replaced by the coming into force, on October 1, 1962, of the Long-Term Cotton Textile Agreement. This instrument, which is to last for five years, has been adhered to by Canada and 22 other countries. Its purpose is to establish within an internationally-agreed framework procedures under which so-called "low-cost" manufacturing countries can be requested to restrain exports in cases where their exports are causing or threatening seriously to disrupt the domestic markets of importing countries. The Agreement also has as one of its principal objectives the progressive relaxation of import restrictions by those countries now imposing restrictions on imports of cotton textiles.



## Organization for Economic Co-operation and Development

The Organization for Economic Co-operation and Development, established in October 1961 as the successor to the Organization for European Economic Co-operation, with Canada and the United States as full members, was very active in 1962. Its work tended to be concentrated on the transition necessary to take into account the broader functions and membership of the new Organization. New committees were established in the fields of technical co-operation and development assistance, in keeping with the interest of the Organization in the subject of aid to developing countries. In the trade field the emphasis was on consultation in various areas of general interest to member countries. Of particular significance, new committees were established to provide for co-operation and consultation on many aspects of economic policy, to which the OECD Convention attached great importance.

In late 1962 the second annual ministerial meeting of the OECD was held in Paris under the chairmanship of Mr. Donald M. Fleming, the Canadian Minister of Justice, who had been elected the previous year. Ministers from the 20 member countries reviewed the economic prospects of the OECD community and its world-wide responsibilities in the light of the objectives which had been defined at the first ministerial meeting in 1961. During 1962 the committees of the OECD had developed their work programmes in keeping with the 1961 resolution on growth and their findings were reported to the ministerial meeting in November. A first report on problems related to the collective growth target was published.

The first annual review of the aid policies of the members of the Development Assistance Committee was undertaken and a Development Centre was established. The ministerial meeting approved a recommendation that member countries "seek to formulate concerted policies designed to further the economic development of the less-developed countries and which take full account of the interdependence between trade and aid".

As a consequence of the work already undertaken in the field of science, it was also decided that a special ministerial meeting will be convened in 1963 to stimulate co-operation among member countries in scientific policy and research.

In addition, during 1962 the OECD also provided for international liaison among national business associations and labour groups through advisory committees which met in Paris to discuss economic problems under study by the Organization. Within Canada a corresponding committee, the Canadian Business and Industry Advisory Committee, was established in 1962, composed of representatives of the Canadian Chamber of Commerce, the Canadian Council of the International Chamber of Commerce, and the Canadian Manufacturers' Association. Arrangements also exist for consulting Canadian labour groups on problems under consideration in the OECD. The Organization also conducted conferences and study groups in a variety of specialized fields connected with the objectives of the Convention, in which Canadian experts from within and without government participated.

One of the most important developments at the seventeenth General Assembly of the United Nations was the adoption by unanimous vote of a resolution in favour of convening a United Nations Conference on Trade and Development. For this purpose, a Preparatory Committee (of which Canada is a member) was established in order to ensure that adequate preparations would be made. The exact date of the convening of the



United Nations Conference has not yet been set, and will depend in part on the progress made by the Preparatory Committee. However, the resolution adopted by the General Assembly called for the Conference to be held as soon as possible after the thirty-sixth session of ECOSOC (July 1963) but, in any event, not later than early 1964.

It is expected that the Conference will be concerned primarily with the broad range of trade and development problems of the less-developed countries.

### International Atomic Energy Agency

Canada was again designated for a seat on the Board of Governors of the International Atomic Energy Agency (IAEA) as one of the five nations in the world most advanced in nuclear technology. During the course of the year, Canada and Sweden negotiated an Agreement for Co-operation in the Peaceful Uses of Atomic Energy, which was signed in Stockholm on September 1, 1962, and ratified on December 6, 1962, in the same city. This instrument, which is similar to the other bilateral agreements signed by Canada, provides for an exchange of unclassified information and for technical co-operation, and contains the usual safeguards requirements for nuclear materials and equipment.

### Communications

The prospects for the development of a world-wide communications system using earth satellites attracted considerable international attention during the year, especially after the success of the experimental "Telstar" communications satellite launched by the United States. In March and April, a Canadian technical delegation attended a Commonwealth conference on satellite communications held in London to take stock of developments in this field.

In the United Nations and elsewhere, Canada made clear its view that there should be only one satellite-communications system as opposed to competing systems, and that planning for the system should go forward on the basis of broad international co-operation.

Meanwhile construction of the Commonwealth round-the-world cable continued and the trans-Tasman link between Australia and New Zealand was inaugurated in July 1962. At a meeting held in Kuala Lumpur in the same month, representatives of the partner Commonwealth governments established plans for the next stage of the cable (SEACOM), which is to link Australia and Southeast Asia.

At the fourteenth Assembly of the International Civil Aviation Organization, held in Rome, Canada was again re-elected to a seat on the ICAO Council, which has recently been enlarged from 21 to 27 members. During the year, the Canadian Government, at ICAO's request, authorized a loan to the Organization of a maximum of \$750,000 for the purpose of making improvements and alterations to its headquarters building in Montreal.

Canada participated in a number of conferences and meetings on maritime problems held under the sponsorship of the Inter-governmental Maritime Consultative Organization, including an important conference on the prevention of the pollution of the sea by oil. Canada is a member of the Council of IMCO, which has its headquarters in London.

## International Coffee Agreement

The International Coffee Agreement was concluded on August 25, 1962, and will come into force provisionally upon the declaration of intention to ratify by at least 20 exporting countries representing 80 per cent of world coffee exports and ten countries representing the same percentage of imports. Its duration is five years, with provision for review three years after coming into force. It will come into full force not later than the end of 1963 following ratification by the same proportion of exporting and importing countries.

The Agreement appears to be a workable compromise between the interests of importers and exporters and seems capable of offering real assistance to producing countries, all of which are in the under-developed category.

The International Coffee Agreement was signed on behalf of Canada on October 16, 1962, under authority of Order-in-Council PC 1962-1406 of October 4; an instrument of ratification was deposited on November 20, 1962. As of January 1963, the Agreement had been signed by 54 countries and ratified by six, while a further nine countries had signified their intention to ratify in accordance with Article 64(2). There are reasonable expectations that the 80 percent ratification required to bring the Agreement at least provisionally into effect will have been achieved by mid-1963.

## World Food Programme

Arrangements were completed for the coming into operation on January 1, 1963, of the UN-FAO World Food Programme. The establishment of the Programme stems directly from a proposal made by the Prime Minister at the fifteenth session of the United Nations General Assembly, and Canada has played a leading part in developments since then.

The Governing Body of the World Food Programme is the Inter-governmental Committee of 20 countries, ten elected by the ECOSOC and ten by the FAO. This body, of which Canada is a member, held its first two meetings during 1962. It adopted rules of procedure and tentative budget estimates, and prepared a work programme. It appointed Dr. Boerma of the Netherlands Executive Director and, as noted above, also agreed that the Programme should commence operations on January 1, 1963. A pledging conference was held in New York on September 5, at which approximately \$87.5 million in cash, commodities and services were pledged by 39 countries for the experimental three-year Programme. Canada's pledge of \$5 million (U.S.) in cash and commodities was made at the conference by the Minister of Agriculture. Since the pledging conference, other countries have indicated their intention to contribute to the Programme.

The seventeenth session of the General Assembly adopted a resolution introduced by Canada and co-sponsored by 19 other countries which expressed satisfaction at the successful establishment of the World Food Programme, and invited governments which had not yet pledged funds to the Programme to do so. It further urged all countries to support the World Food Programme in order that it might fulfil its objectives.

The World Food Programme is designed to provide aid for:

- (a) meeting emergency food needs and emergencies inherent in chronic malnutrition;

- (b) assisting in pre-school and school feeding; and
- (c) implementing pilot projects, using food as an aid to economic and social development, particularly when related to labour-intensive projects and rural welfare.

### Export Credits

In 1962 the amount available for long-term (more than five years) export financing through the facilities established in 1961 under Section 21A of the Export Credits Insurance Act was increased to \$300 million and by the end of the year, contracts amounting to more than \$57 million had been signed. These long-term credit facilities are primarily intended to promote continuing export trade opportunities for Canadian exporters of capital goods.

In November 1962, the Export Credits Insurance Act was amended to increase from \$200 million to \$400 million the limit of insurance liabilities which can be entered into under Section 21 of the Act. The amendment also provided for a more flexible administration of the arrangements for the provision of long-term export financing under Section 21A.



## X

### THE EXTERNAL AID OFFICE

Canadian development assistance is an important feature of Canada's relations with a large number of developing countries. Under the direction of the Secretary of State for External Affairs, the External Aid Office, which was created in November 1960, is responsible for all Canadian bilateral aid programmes. This concentration of external aid responsibility in a separate office has proved to have important advantages in the administration and co-ordination of Canadian development assistance.

The External Aid Office responsibilities include Canadian participation in the Colombo Plan, the Special Commonwealth Africa Aid Programme, the Programme of Educational Assistance for French-speaking Countries in Africa, the Commonwealth Scholarship and Fellowship Scheme, the Canada-West Indies Aid Programme, and the Commonwealth Technical Assistance Programme. As well as conducting Canada's bilateral aid programmes, the External Aid Office co-operates with the United Nations and its Specialized Agencies and other international organizations in their recruitment of Canadians for service abroad under multilateral assistance programmes and the placing in Canada for training courses of personnel from developing countries sponsored by those international bodies. In consultation with the Department of External Affairs, the External Aid Office co-operates with the Canadian Red Cross Society in providing Canadian emergency and disaster relief to other countries.

The creation in 1951 of the Colombo Plan for Co-operative Economic Development in South and Southeast Asia inaugurated Canada's continuing programme of large-scale contributions to developing countries. The Colombo Plan has been playing an essential role in the expansion of economic production in the Colombo Plan area and in the achievement of important progress in education, health and other social services. Swift population increase in the area has continued, however, to be a major economic problem. It is thus essential that continued determined efforts be made to increase the rate of economic growth so that increases in national income can be accompanied by significant improvement in individual living standards and the creation of national economies where such growth can be sustained without considerable external assistance.

During 1962 important Colombo Plan projects in which Canada participated and on which work continued were the Sukkur Power Station in Pakistan, the third stage of the Kundah Hydro-electric Project in India, electrification projects in Ceylon, the Thaketa Bridge at Rangoon, and the Malayan East Coast Fisheries Project. Industrial commodities continued to be an important form of Canadian Colombo Plan aid in 1962, helping recipient countries to overcome foreign-exchange difficulties. Important new projects started in 1962 included the construction of transmission lines and a hardboard plant in East Pakistan, a floating crane and other equipment for the Karachi Port, the provision of an additional research

facility for the Canada-India Atomic Reactor at Trombay in India, and a road survey in Malaya. In 1962, Canada made an important and increasing contribution to the Colombo Plan Technical Co-operation Scheme by sending experts abroad and providing training in Canada.

The Special Commonwealth Africa Aid Programme (SCAAP) was inaugurated in 1961, and Canada is now in the second year of the Programme. As its name implies, this Programme is a Commonwealth scheme and Canadian assistance under it is directed to the Commonwealth countries of Africa, mainly the independent ones. At the beginning of the Programme, the African countries made it clear that one of their most important needs lay in education. Accordingly, a large proportion of Canadian assistance has been in this field. In 1962, 77 Canadian teachers were serving in Africa, most of them at secondary schools. By the end of the year, nearly 100 African students were receiving training in Canada. In addition, Canada agreed to undertake the construction of a trades-training centre in Ghana and a boys' secondary school in Sierra Leone, for both of which Canada will provide Canadian teachers initially and will carry out a teacher-training programme for African teachers who will be working at the schools.

In areas not directly related to formal education, Canada sent a number of advisers to Africa to assist in such fields as economic planning, geological survey, entomology, map production, instrumental films and television.

The extensive aerial mapping project in Nigeria started in 1961 continued through 1962. Under this programme, Canada is carrying out aerial photography and producing topographic maps for 28,000 square miles. New projects started in 1962 include a forest-inventory project in Kenya, the provision of grain silos and agricultural equipment to Ghana, and the sending of books to Sierra Leone.

The Programme of Educational Assistance for French-speaking Countries in Africa was also begun in 1961. During 1962, 13 French-speaking teachers was serving in Africa and a two-year supply of paper was sent to the textbook-production centre in Cameroun for the production of textbooks for a number of French-speaking African states.

Educational assistance in Asia is another expanding feature of Canadian aid. Canadian assistance is helping to develop a School of Business Administration and Accounting at the University of Malaya. In co-operation with the Government of Manitoba, the Federal Government has continued to supply instructors for a technical training institute in Malaya. Canada was also active in 1962 in assistance to technical education in Pakistan.

The Commonwealth Scholarship and Fellowship Programme is not an aid operation but an exchange of fellowships and scholarships between Commonwealth countries. Its close relation to other external-aid activities has caused this Programme to be included among the Office's responsibilities. The Programme came into operation in the academic year 1960-61, when Canada received 101 scholars. In September 1962, 219 scholars were in Canada for the 1962-63 academic year. In the first year of the Programme, 17 Canadian students were awarded scholarships to study in other Commonwealth countries. In September 1962, 84 Canadian students were abroad under the Programme.

Canadian assistance to the territories that previously formed The West Indies Federation continued in 1962 with the completion of a forestry survey of Dominica and the beginning of construction of a deep-water

wharf in St. Vincent, a university residence hall in Trinidad and a number of secondary schools for the Leeward and Windward Island Group. Canadian technical assistance to Commonwealth countries other than those in the Colombo Plan, the Canada-West Indies Aid Programme and the Special Commonwealth African Assistance Programme included electrical equipment for British Guiana and surveying assistance to British Honduras.

The Canadian Government and the Canadian Red Cross Society provided knitting wool to India after the Chinese attack.

Canada provided emergency relief in 1962 through the International Relief Fund administered by the Canadian Red Cross Society to Yugoslavia, Mauritius, Algeria, Iran and Pakistan.



## APPENDIX A

### 1. ORGANIZATION OF THE DEPARTMENT IN OTTAWA

Secretary of State for External Affairs

Under-Secretary of State for External Affairs

Deputy Under-Secretary of State for External Affairs and Legal Adviser

Four Assistant Under-Secretaries of State for External Affairs

Twenty-three Divisions:

Administrative Services	Finance
African and Middle Eastern	Historical
Commonwealth	Information
Communications	Latin American
Consular	Legal
Defence Liaison (1)	Passport
Defence Liaison (2)	Personnel
Disarmament	Protocol
Economic	Registry
European	Supplies & Properties
Far Eastern	United Nations
	U.S.A.

Other Units:

Inspection Service  
Liaison Services Section

### 2. PERSONNEL STATISTICS

The following is a comparison of staff on December 31, 1961, and December 31, 1962:

Officers	1961	1962
Ottawa .....	187	199
Abroad .....	246	245
Administrative Staff		
Ottawa .....	599	551
Abroad .....	496	513
Total .....	1,528	1,508
Local Staff Abroad .....	567	576
Foreign Service Officers recruited during the year .....	17	16
Other appointments during the year .....	197	145
Separations during the year .....	148	134

## APPENDIX B

### PASSPORTS AND VISAS

The following tables show the increase in the volume of business done in the Passport Office of the Department at Ottawa during the eight-year period from 1955 to 1962 inclusive:

<i>Year</i>	<i>Passports Issued</i>	<i>Passports Renewed</i>	<i>Certificates of Identity Issued</i>	<i>Certificates of Identity Renewed</i>	<i>Total Revenue</i>
1955 .....	79,228	12,474	4,601	2,277	\$438,261.71
1956 .....	88,795	14,236	2,794	1,583	482,356.98
1957 .....	97,738	14,934	2,361	903	542,317.47
1958 .....	100,594	15,446	3,276	801	549,069.16
1959 .....	115,272	16,102	5,353	1,449	622,658.02
1960 .....	134,637	18,411	6,004	2,184	730,605.31
1961 .....	139,218	19,987	4,237	3,209	746,795.76
1962 .....	155,363	23,636	2,807	2,728	826,940.07

## APPENDIX C

### I. CANADIAN DIPLOMATIC REPRESENTATION ABROAD\*

#### 1. Embassies

<i>Country</i>	<i>City</i>
Argentina	Buenos Aires
Austria	Vienna
Belgium	Brussels
*Bolivia (Peru)	
Brazil	Rio de Janeiro
*Burma (Malaya)	
Cameroun	Yaoundé
*Central African Republic (Cameroun)	
*Chad (Cameroun)	
Chile	Santiago
Colombia	Bogotá
*Congo Brazzaville (Cameroun)	
Congo Leopoldville	Leopoldville
Czechoslovakia	Prague
Costa Rica	San José
Cuba	Havana
*Dahomey (Nigeria)	Lagos
Dominican Republic	Santo Domingo
Denmark	Copenhagen
*El Salvador (Costa Rica)	
Ecuador	Quito
Finland	Helsinki
France	Paris
*Gabon (Cameroun)	
Germany	Bonn
Greece	Athens
Guatemala	Guatemala City
*Guinea (Ghana)	
Haiti	Port-au-Prince
*Honduras (Costa Rica)	
*Iceland (Norway)	
Indonesia	Djakarta
Iran	Tehran
*Iraq (Lebanon)	
Ireland	Dublin
Israel	Tel Aviv
Italy	Rome
*Ivory Coast (Ghana)	
Japan	Tokyo
Lebanon	Beirut
*Luxembourg (Belgium)	

\* No resident diplomatic missions are maintained in countries marked with an asterisk. The country named in brackets after these names is the country in which resides the Canadian representative accredited to the country listed.



<i>Country</i>	<i>City</i>
Mexico	Mexico
*Morocco (Spain)	
Netherlands	The Hague
*Nicaragua (Costa Rica)	
*Niger (Nigeria)	
Norway	Oslo
*Panama (Costa Rica)	
*Paraguay (Argentina)	
Peru	Lima
Poland	Warsaw
Portugal	Lisbon
*Senegal (Nigeria)	
South Africa	Pretoria
Spain	Madrid
*Sudan (United Arab Republic)	
Sweden	Stockholm
Switzerland	Berne
*Thailand (Malaya)	
*Togo (Ghana)	
*Tunisia (Switzerland)	
Turkey	Ankara
Union of Soviet Socialist Republics	Moscow
United Arab Republic	Cairo
United States of America	Washington
*Upper Volta (Ghana)	
Uruguay	Montevideo
Venezuela	Caracas
Yugoslavia	Belgrade

## 2. Offices of High Commissioners

<i>Country</i>	<i>City</i>
Australia	Canberra
Britain	London
Ceylon	Colombo
*Cyprus (Israel)	
Ghana	Accra
India	New Delhi
Jamaica	Kingston
Malaya	Kuala Lumpur
New Zealand	Wellington
Nigeria	Lagos
Pakistan	Karachi
*Sierra Leone (Nigeria)	
Tanganyika	Dar-es-Salaam
Trinidad and Tobago	Port-of-Spain
*Uganda (Tanganyika)	

---

\* No resident diplomatic missions are maintained in countries marked with an asterisk. The country named in brackets after these names is the country in which resides the Canadian representative accredited to the country listed.

### 3. Permanent Missions to International Organizations

<i>Organization</i>	<i>City</i>
North Atlantic Council	Paris
Organization for European Co-operation and Development	Paris
United Nations	New York
United Nations (European Office)	Geneva
European Economic Community	Brussels
European Atomic Energy Community	Brussels
European Coal and Steel Community	Brussels
United Nations Educational, Scientific and Cultural Organization	Paris

## II. CONSULAR OFFICES

### 1. Consulates General

<i>Country</i>	<i>City</i>
Germany	Hamburg
Philippines	Manila
United States of America	Boston
	Chicago
	Los Angeles
	New Orleans
	New York
	San Francisco
	Seattle

### 2. Consulates

<i>Country</i>	<i>City</i>
Brazil	Sao Paulo
Germany	Duesseldorf
Iceland	*Reykjavik
United States	Detroit
	Philadelphia
	*Portland, Maine

## III. MILITARY MISSION

Berlin

## IV. INTERNATIONAL SUPERVISORY COMMISSIONS

<i>Country</i>	<i>City</i>
Cambodia	Phnom Penh
Laos	Vientiane
Vietnam	Saigon

---

\* In charge of honorary officer.

## APPENDIX D

### DIPLOMATIC AND CONSULAR REPRESENTATION OF OTHER COUNTRIES IN CANADA<sup>1</sup>

#### 1. Diplomatic Missions<sup>2</sup>

<i>Country<sup>3</sup></i>	<i>Nature of Post</i>
*Argentina	Embassy
Australia	High Commissioner's Office
*Austria	Embassy
*Belgium	Embassy
*Brazil	Embassy
Britain	High Commissioner's Office
Burma	Embassy
Cameroun	Embassy
Ceylon	High Commissioner's Office
*Chile	Embassy
*China	Embassy
*Colombia	Embassy
*Cuba	Embassy
*Czechoslovakia	Embassy
*Denmark	Embassy
*Dominican Republic	Embassy
*Ecuador	Embassy
*Finland	Embassy
*France	Embassy
Gabon	Embassy
*Germany	Embassy
Ghana	High Commissioner's Office
*Greece	Embassy
Guinea	Embassy
*Guatemala	Embassy
*Haiti	Embassy
*Iceland	Embassy
India	High Commissioner's Office
*Indonesia	Embassy
Iran	Embassy
Iraq	Embassy
Ireland	Embassy
*Israel	Embassy
*Italy	Embassy
Jamaica	High Commissioner's Office

<sup>1</sup> For further particulars, see the publications of the Department entitled "Canadian Representatives Abroad and Representatives of Other Countries in Canada" (thrice yearly) and "Diplomatic Corps" (thrice yearly).

<sup>2</sup> The Ambassadors of Cameroun, Gabon, Guatemala, Guinea, Iceland, Iraq, Korea, Luxembourg, Morocco, Niger, Panama, Thailand and Tunisia are also accredited to the United States of America, where they are ordinarily resident.

<sup>3</sup> The countries marked with an asterisk have consulates in Canada. The Embassy of Poland has charge of the interests of Hungary; the Embassy of Switzerland, of those of Liechtenstein.



<i>Country<sup>a</sup></i>	<i>Nature of Post</i>
*Japan	Embassy
Korea	Embassy
*Lebanon	Embassy
*Luxembourg	Embassy
*Mexico	Embassy
Morocco	Embassy
*Netherlands	Embassy
New Zealand	High Commissioner's Office
Niger	Embassy
Norway	Embassy
Pakistan	High Commissioner's Office
*Panama	Embassy
*Peru	Embassy
*Poland	Embassy
*Portugal	Embassy
South Africa	Embassy
*Spain	Embassy
*Sweden	Embassy
*Switzerland	Embassy
*Thailand	Embassy
Trinidad and Tobago	High Commissioner's Office
Tunisia	Embassy
*Turkey	Embassy
Union of Soviet Socialist Republics	Embassy
United Arab Republic	Embassy
*United States of America	Embassy
*Uruguay	Embassy
*Venezuela	Embassy
*Yugoslavia	Embassy

## 2. Countries having Consulates but no Diplomatic Missions

Bolivia	Liberia
Costa Rica	Monaco
El Salvador	Nicaragua
Honduras	Philippines

<sup>a</sup> The countries marked with an asterisk have consulates in Canada. The Embassy of Poland has charge of the interests of Hungary; the Embassy of Switzerland, of those of Liechtenstein.

## APPENDIX E

### INTERNATIONAL ASSOCIATIONS AND ORGANIZATIONS OF WHICH CANADA IS A MEMBER<sup>1</sup>

#### COMMONWEALTH

Commonwealth Advisory Aeronautical Research Council  
Commonwealth Advisory Committee on Defence Science  
Commonwealth Agricultural Bureau Executive Council  
Commonwealth Air Transport Council  
Commonwealth Area Communications Scheme for Merchant and Naval  
Shipping  
Commonwealth Economic Consultative Council  
Commonwealth Education Liaison Committee  
Commonwealth Forestry Conference  
Commonwealth Liaison Committee  
Commonwealth Scientific Conference  
Commonwealth Telecommunications Board  
Commonwealth War Graves Commission  
South Pacific Air Transport Council  
United Kingdom-Canada Continuing Committee on Trade and Economic  
Affairs

#### NORTH ATLANTIC TREATY ORGANIZATION

#### UNITED NATIONS

##### United Nations Standing Committees

Committee on Contributions

##### United Nations Subsidiary and Ad Hoc Bodies

Advisory Committee on the Congo  
Advisory Committee on the United Nations Emergency Force  
Advisory Committee for the United Nations Memorial Cemetery in  
Korea  
Committee on Applications for Review of Administrative Tribunal  
Judgments  
Committee on Arrangements for Conference for the Purpose of Review-  
ing the Charter  
Committee on the Peaceful Uses of Outer Space  
Disarmament Commission  
Executive Committee of the United Nations High Commissioner for  
Refugees  
Inter-governmental Committee on the World Food Programme  
Negotiating Committee for Extra Budgetary Funds  
Scientific Advisory Committee  
United Nations Scientific Committee on the Effects of Atomic Radiation

---

<sup>1</sup> Inter-governmental bodies only are included.

**Specialized Agencies**

Food and Agriculture Organization\*  
 Inter-governmental Maritime Consultative Organization\*  
 International Atomic Energy Agency\*<sup>2</sup>  
 International Bank for Reconstruction and Development\*  
 International Civil Aviation Organization\*  
 International Development Association\*  
 International Finance Corporation\*  
 International Labour Organization\*  
 International Monetary Fund\*  
 International Telecommunication Union\*  
 United Nations Educational, Scientific and Cultural Organization  
 Universal Postal Union\*  
 World Health Organization  
 World Meteorological Organization\*

**Functional Commissions of the Economic and Social Council**

Commission on International Commodity Trade  
 Commission on Narcotic Drugs  
 Social Commission  
 Statistical Commission  
 Commission on Human Rights

**Special Bodies of the Economic and Social Council**

Governing Council of the Special Fund

**Regional Economic Commissions of the Economic and Social Council**

Economic Commission for Latin America

**UNITED STATES-CANADA**

Canada-United States Committee on Joint Defence (Ministerial)  
 Canada-United States Joint Committee on Trade and Economic Affairs  
 (Ministerial)  
 Great Lakes Fishery Commission  
 International Boundary Commission  
 International Joint Commission  
 International Pacific Halibut Commission  
 International Pacific Salmon Fisheries Commission  
 Permanent Joint Board on Defence

**INTER-AMERICAN**

Inter-American Radio Office  
 Inter-American Statistical Institute  
 Pan-American Institute of Geography and History  
 Postal Union of the Americas and Spain

**COLOMBO PLAN**

Consultative Committee on Co-operative Economic Development in South  
 and Southeast Asia  
 Council for Technical Co-operation in South and Southeast Asia

**CONSERVATIONAL**

International Commission for the Northwest Atlantic Fisheries  
 International North Pacific Fisheries Commission  
 International Whaling Commission  
 North Pacific Fur Seal Commission

\* The International Atomic Energy Agency is not technically a Specialized Agency but an autonomous inter-governmental agency under the aegis of the United Nations.

\* Indicates that Canada was represented on the executive body of the organization during 1962.



**ECONOMIC<sup>3</sup>**

Contracting Parties to the General Agreement on Tariffs and Trade  
Cotton Textiles Committee  
International Bureau for the Publication of Customs Tariffs  
International Cocoa Study Group  
International Coffee Agreement  
International Cotton Advisory Committee  
International Rubber Study Group  
International Sugar Agreement  
International Tin Agreement  
International Wheat Agreement  
International Wool Study Group  
Lead and Zinc Study Group  
Organization for Economic Co-operation and Development

**SCIENTIFIC**

International Bureau of Weights and Measures  
International Hydrographic Bureau

**CANADA-JAPAN**

Canada-Japan Ministerial Committee

---

<sup>3</sup> See also under previous headings.

## APPENDIX F

### INTERNATIONAL CONFERENCES HELD IN 1962 AT WHICH CANADA WAS OFFICIALLY REPRESENTED

(Partial List)

#### United Nations Conferences

- Commission on International Commodity Trade, 10th session: Rome, May 14.
- Commission on Narcotic Drugs, 17th session: Geneva, May 14.
- Conference of the 18-Nation Committee on Disarmament: Geneva, March 14, 1962—continued into 1963.
- Economic Commission for Africa, Inter-governmental Committee: Addis Ababa, February 10.
- Economic Commission for Asia and the Far East, 18th session: Tokyo, March 9.
- Economic Commission for Europe, 17th session: Geneva, April 24.
- Economic Commission for Latin America, 8th session of the Committee of the Whole: Santiago, February 14.
- Food and Agriculture Organization, Committee on Commodity Problems: Rome, April 25. Resumed 35th session, Rome, May 14.
- Food and Agriculture Organization, Council, 38th session: New York, April 16. 39th session: New York, October 15.
- Fifteenth session of the World Health Assembly: Geneva, May 8.
- Forty-sixth International Labour Conference: Geneva, June 6.
- International Civil Aviation Organization, 14th session of the Legal Committee: Rome, August 28. Third Regional Civil Aviation Conference: Bogotá, February 3.
- Inter-governmental Maritime Consultative Organization, 5th session of the Maritime Safety Committee: London, January 8. 6th session of the Council: London, February 20.
- International Atomic Energy Agency, 6th General Conference: Vienna, September 18.
- Joint Committee on Commodity Problems, Committee on International Commodity Trade: Rome, May 7.
- Sixteenth Pan-American Sanitary Conference and Fourteenth Meeting of the Regional Committee of the World Health Organization for the Americas: Minneapolis, August 21.
- United Nations Coffee Conference: New York, July 9.
- United Nations Committee on the Peaceful Uses of Outer Space: New York, March 19.
- United Nations Conference on the International Map of the World on the Millionth Scale: Bonn, August 3.
- United Nations Economic and Social Council, 34th session: Geneva, July 3.
- United Nations Educational, Scientific and Cultural Organization, Conference of Governmental Experts on Technological Education: Paris, June 25. Conference on the Development of Higher Education in Africa, Tananarive, September 3. General Conference: Paris, November 9.

- United Nations Educational, Scientific and Cultural Organization, Economic Commission for Latin America, Conference on Education: Santiago, March 5.
- United Nations Food and Agriculture Organization, World Food Programme: Rome, February 12. Inter-governmental Committee: New York, February 12. United Nations Pledging Conference for the World Food Programme: New York, September 3. Inter-governmental Committee, Rome, October 29.
- United Nations General Assembly, 17th session: New York, September 18. Legal Sub-committee on the Peaceful Uses of Outer Space: Geneva, May 28.
- United Nations High Commissioner for Refugees, 7th session: Geneva, May 14.
- United Nations International Law Commission, 14th session: Geneva, April 24.
- United Nations Social Commission, 14th session: New York, April 30.
- United Nations Special Fund, 7th session, Governing Council: New York, January 8. 8th session, Governing Council: New York, May 21.
- United Nations Wheat Conference: Geneva, January 31.

### Other Conferences

- Coffee Study Group: Washington, March 21.
- Commonwealth Conference on Space Communications: London, March 28.
- Commonwealth Parliamentary Association Conference: Lagos, November.
- Commonwealth Prime Ministers' Conference: London, September 7.
- Conference for the Prevention of Pollution of the Sea by Oil: London, March 26.
- Eleventh Meeting of the Consultative Committee of the Colombo Plan: Melbourne, October 30.
- First Quaker Conference: Clarens, August 1.
- Inter-American Statistical Institute, 4th Inter-American Statistical Conference and 4th General Assembly: Washington, November 5.
- International Conference on the Settlement of the Laotian Question: Geneva, May 12, 1961, to July 23, 1962.
- International Cotton Advisory Committee, 21st plenary session: Washington, May 14.
- International Education Building Conference: London, July 25.
- International Lead and Zinc Study Group: Geneva, March 8. Geneva, May 15. Geneva, May 28.
- International North Pacific Fisheries Commission, Interim Meeting: Honolulu, August 13. 9th Annual Meeting: Seattle, November 12.
- International Rubber Study Group: Washington, May 28.
- International Seminar for Diplomats: Klessheim, July 29.
- International Tin Council: London, April 3 and July 10.
- International Union of Official Travel Organizations, Second Travel Research Seminar: Lausanne, May 22.
- International Whaling Commission: London, July 2.
- International Wool Study Group: London, December 10.
- Meeting of the National Directors of Migration, Customs and Tourism of the U.S.A., Mexico, Central America and Panama: San Salvador, March 1.
- North Atlantic Treaty Organization, Ministerial Meeting: Athens, May 1. Ministerial Meeting: Paris, December 13.



Organization for Economic Co-operation and Development, Development Assistance Committee: Paris, July 25.

Organization for Economic Co-operation and Development, Ministerial Meeting: Paris, November 25.

Pan-American Institute of Geography and History, 6th Meeting of the Directing Council: Mexico City, January 1.

Quaker Conference in Southern Asia: Puntjak Pass, September 19.

Second Commonwealth Education Conference: New Delhi, January 11.

Second Quaker Conference: Clarens, August 15.

## **APPENDIX G**

### **INTERNATIONAL AGREEMENTS TO WHICH CANADA IS A PARTY:**

#### **DEVELOPMENTS DURING 1962**

##### **1. Bilateral Agreements**

###### **Chile**

Exchange of Notes between the Government of Canada and the Government of Chile permitting amateur radio stations of Canada and Chile to exchange messages or other communications from or to third parties. Santiago October 4, 1962. Entered into force October 4, 1962.

###### **Costa Rica**

Exchange of Notes between the Government of Canada and the Government of Costa Rica constituting an agreement permitting amateur radio stations of Canada and Costa Rica to exchange messages or other communications from or to third parties. San José February 23, 1962. Entered into force February 23, 1962.

###### **Ghana**

Technical assistance agreement on military training between the Government of Canada and the Government of the Republic of Ghana. Accra January 8, 1962. Entered into force January 8, 1962.

###### **Greece**

Exchange of Notes between the Government of Canada and the Government of Greece concerning the exchange of defence science information (together with a Memorandum of Understanding). Athens July 17 and 18, 1962. Entered into force August 18, 1962.

###### **Honduras**

Exchange of Notes between the Government of Canada and the Government of Honduras constituting an agreement permitting amateur radio stations of Canada and Honduras to exchange messages or other communications from or to third parties. Tegucigalpa April 6, 1962. Entered into force April 6, 1962.

###### **Iceland**

Exchange of Notes between the Government of Canada and the Government of Iceland concerning non-immigrant visa requirements. Reykjavik October 17, 1962. Entered into force November 15, 1962.

###### **Indonesia**

Agreement between the United Kingdom, Canada, Australia, New Zealand, India, Pakistan and Indonesia with respect to the war cemeteries, graves and memorials of the Commonwealth within Indonesian territory. Signed at Djakarta September 10, 1962.

**Italy**

Agreement between the Government of Canada and the Government of Italy for air services between and beyond their respective territories. Signed at Rome February 2, 1960. Instruments of Ratification exchanged at Ottawa April 13, 1962. Entered into force April 13, 1962.

**Mexico**

Exchange of Notes between the Government of Canada and the Government of Mexico permitting amateur radio stations of Canada and Mexico to exchange messages or other communications from or to third parties. Mexico City July 30, 1962. Entered into force August 29, 1962.

**San Marino**

Exchange of Notes between the Government of Canada and the Government of San Marino concerning non-immigrant visa requirements. San Marino and Ottawa September 1 and October 16, 1962. Entered into force November 15, 1962.

**Sweden**

Agreement between the Government of Canada and the Government of Sweden for co-operation in the peaceful uses of atomic energy. Signed at Stockholm September 11, 1962. Instruments of Ratification exchanged at Stockholm December 6, 1962. Entered into force December 6, 1962.

**United States of America**

Trade agreement between the Government of Canada and the Government of the United States of America embodying the results of the tariff negotiations which were negotiated pursuant to Article XXVIII of the General Agreement on Tariffs and Trade at the 1960-61 Tariff Conference of the Contracting Parties. Signed at Geneva March 7, 1962. Entered into force March 7, 1962.

Convention between the Government of Canada and the Government of the United States of America for the avoidance of double taxation and the prevention of fiscal evasion with respect to taxes on the estates of deceased persons. Signed at Washington February 17, 1961. Instruments of Ratification exchanged at Ottawa April 9, 1962. Entered into force April 9, 1962.

Exchange of Notes between the Government of Canada and the Government of the United States of America granting permission to the United States to construct, operate and maintain three additional pumping stations in Canada on the Haines-Fairbanks Pipeline. Ottawa April 19, 1962. Entered into force April 19, 1962.

Amendment to the Agreement for Co-operation Concerning Civil Uses of Atomic Energy between the Government of Canada and the Government of the United States of America signed at Washington on June 5, 1955, as amended by the agreement signed at Washington on June 26, 1956, as modified by the agreement signed at Washington on May 22, 1959, and as amended by the agreement signed at Washington on June 11, 1960. Signed at Washington May 25, 1962. Entered into force July 11, 1962.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning the co-ordination of radio frequencies above 30 megacycles a second. Ottawa October 24, 1962. Entered into force October 24, 1962.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning a co-operative programme for the establishment and operation of a command and data acquisition station in Canada to serve an operational meteorological satellite system being established by the United States. Ottawa December 28, 1962. Entered into force December 28, 1962.



**Venezuela**

Exchange of Notes between the Government of Canada and the Government of Venezuela extending for one year from October 11, 1962, the commercial *modus vivendi* of October 11, 1950, between the two countries. Caracas October 10, 1962. Entered into force October 10, 1962.

**2. Multilateral**

Procès-verbal extending for three years from December 31, 1961, the Declaration on the Provisional Accession of the Swiss Confederation to the General Agreement on Tariffs and Trade. Done at Geneva December 8, 1961. Signed by Canada January 17, 1962.

Vienna Convention on Diplomatic Relations. Done at Vienna April 18, 1961. Signed by Canada February 5, 1962.

Procès-verbal extending until December 31, 1963, the declaration of November 12, 1959, concerning the Provisional Accession of Tunisia to the General Agreement on Tariffs and Trade. Done at Geneva December 29, 1961. Signed by Canada February 8, 1962.

International Telecommunication Convention. Done at Geneva December 21, 1959. Signed by Canada December 21, 1959. Canada's Instrument of Ratification deposited March 26, 1962. Entered into force for Canada March 26, 1962.

Agreement between Canada and the European Economic Community with respect to ordinary wheat. Signed at Geneva March 29, 1962. Entered into force for Canada March 29, 1962.

Agreement between Canada and the European Economic Community with respect to quality wheat. Signed at Geneva March 29, 1962. Entered into force for Canada March 29, 1962.

Protocol of Terms of Accession of Israel to the General Agreement on Tariffs and Trade. Signed by Canada April 6, 1962. Entered into force July 6, 1962.

Protocol of Terms of Accession of Portugal to the General Agreement on Tariffs and Trade. Signed by Canada April 6, 1962. Entered into force May 6, 1962.

International Labour Organization Convention 116 concerning the partial revision of the conventions adopted by the General Conference of the International Labour Organization at its first 32 sessions for the purpose of standardizing the provisions regarding the preparation of reports by the Governing Body of the International Labour Office on the working of conventions, adopted by the Conference at its forty-fifth session, Geneva, June 26, 1961. Canada's Instrument of Ratification deposited April 25, 1962. Entered into force for Canada April 25, 1962.

Universal Copyright Convention. Signed by Canada September 6, 1952. Canada's Instrument of Ratification deposited May 10, 1962. Entered into force for Canada August 10, 1962.

International Wheat Agreement, 1962. Signed by Canada May 11, 1962. Canada's Instrument of Acceptance deposited May 16, 1962. Entered into force for Canada August 1, 1962.

Protocol to the General Agreement on Tariffs and Trade embodying results of the 1960-61 Tariff Conference. Done at Geneva July 16, 1962. Signed by Canada July 16, 1962. Entered into force for Canada August 16, 1962.

Declaration on the Provisional Accession of the Government of Argentina to the General Agreement on Tariffs and Trade. Geneva November 18, 1960. Signed by Canada April 14, 1961. Entered into force October 14, 1962.

Long-term arrangements regarding international trade in cotton textiles. Geneva, February 9, 1962. Signed and accepted by Canada August 23, 1962. Entered into force October 1, 1962.

Declaration giving effect to the provisions of Article XVI:4 of the General Agreement on Tariffs and Trade. Signed by Canada April 14, 1961. Entered into force November 14, 1962.

International Coffee Agreement. New York, September 28, 1962. Signed by Canada, October 16, 1962. Canada's Instrument of Ratification deposited November 20, 1962.

Convention Placing the International Poplar Commission within the Framework of the Food and Agricultural Organization. Done at Rome November 29, 1959. Canada's Instrument of Acceptance deposited November 28, 1962. Entered into force for Canada November 28, 1962.

Procès-verbal extending the declaration on the Provisional Accession of Argentina to the General Agreement on Tariffs and Trade. Geneva November 7, 1962. Signed by Canada December 19, 1962.

## APPENDIX H

### Publications of the Department

The publications of the Department of External Affairs may be classified broadly as follows:

- (1) Those printed by the Department of Public Printing and Stationery and distributed free of charge outside Canada through Canadian diplomatic missions. Most of these publications are sold in Canada by the Department of Public Printing and Stationery.
- (2) Those produced within the Department for free distribution outside Canada, and, when they relate to aspects of Canada's external relations, inside Canada as well.

Detailed information about current External Affairs publications produced by the Department of Public Printing and Stationery may be obtained from the Monthly Catalogue of Canadian Government Publications sold by that department at a yearly subscription price of \$5.25 (including the annual catalogue) in Canada, the United States, and Mexico, and \$5.75 in other countries. The annual catalogue may also be purchased for \$1.70 (Canada, the United States and Mexico) and \$2.00 (other countries). The Department of External Affairs issues catalogues of those of its publications available both to residents of Canada and to residents of other countries, and those distributed abroad only. Residents of Canada can obtain the domestic list by applying to the Department of External Affairs, Ottawa; the list of publications available outside Canada can be obtained from Canadian posts abroad.

### Publications Available in Canada and Abroad

*Report of the Department of External Affairs:* Report to Parliament covering the work of the Department during each calendar year. Price: Canada, the United States and Mexico, 50 cents; other countries 55 cents.

*Canada and the United Nations:* An annual report on Canadian participation in the work of the United Nations and its Specialized Agencies. Price: Canada, the United States and Mexico, \$1.00; other countries, \$1.15.

*Canadian Representatives Abroad and Representatives of Other Countries in Canada:* Issued three times a year. A directory of Canadian diplomatic, consular and trade offices abroad, and of the diplomatic, consular and trade offices of other countries in Canada. Price: annual subscription, Canada, the United States and Mexico, \$1.70; other countries, \$2.10. Single copies, Canada, the United States and Mexico, 75 cents; other countries 80 cents.

*Diplomatic Corps:* A directory of diplomatic missions in Ottawa. Published three times a year. Price: annual subscription, Canada, the United States, and Mexico, \$1.70; other countries, \$2.10. Single copies, Canada, the United States, and Mexico, 75 cents; other countries, 80 cents.

*External Affairs:* A monthly bulletin containing articles on subjects of current international interest and official statements of Canadian foreign policy. Price: annual subscription, Canada, the United States and Mexico, \$1.00; students in Canada, 75 cents; other countries, \$2.50.



*Canada Treaty Series:* Texts of individual treaties, conventions and other agreements concluded between Canada and other countries. Price: Canada, the United States and Mexico, 50 cents each; other countries, 55 cents each.

*London and Paris Agreements September-October 1954:* A selection of documents resulting from meetings held in London and Paris concerning the accession of the Federal Republic of Germany to the North Atlantic Treaty Organization. Price: Canada, the United States, and Mexico, \$1.00; other countries, \$1.20.

*Canada and the Korean Crisis (1950):* Price: Canada, the United States and Mexico, 35 cents; other countries 45 cents.

*The Crisis in the Middle East: October-December 1956.* Price: Canada, the United States, and Mexico, 75 cents; other countries; \$1.20.

*Report on Disarmament Discussions 1957:* Price: Canada, the United States, and Mexico, 50 cents; other countries, 55 cents.

*The Law of the Sea: A Canadian Proposal, 1959.*

*The St. Lawrence Seaway, 1960.*

*Canada and the Colombo Plan, 1961:* Price: Canada, the United States, and Mexico, \$1.00; other countries, \$1.20.

*Statements and Speeches:* Texts of important official speeches on external and domestic affairs.

*Press Releases:* Issued in English and French on appointments, distinguished visitors, presentation of letters of credence, conclusion of international agreements, and delegations to international conferences.

*Canada From Sea to Sea:* An illustrated booklet for distribution abroad, dealing in popular style with various aspects of Canada—its history and geography, economic and trading position, status as a world power, people, culture, institutions, government and traditions. Published in English, French, Dutch, German, Italian, Polish, Portuguese and Spanish. Price: Canada, the United States, and Mexico, \$1.00; other countries, \$1.20.

*Facts on Canada:* Information on Canada's history, government, international relations, resources, climate, transportation, industry and labour, and on the provinces of Canada, with a series of maps. This publication, which is sold in Canada in English and French for 75 cents a copy, is distributed free of charge in other countries.

## Publications Distributed Abroad Only

Catalogues containing order-forms for the following publications of the Department can be obtained from Canadian posts abroad:

*Canada Pictorial:* A small illustrated folder distributed abroad in English, French, Dutch, German, Italian, Japanese, Portuguese, Spanish and Swedish.

*Canadian Weekly Bulletin:* A summary of important developments and announcements.

*Reference Papers:* Background information on various aspects of Canadian affairs.

*Reprints:* Articles on Canada and Canadian affairs reprinted from a variety of sources, chiefly Canadian periodicals.

**NOTE:** The Department also distributes information material produced by a number of international organizations of which Canada is a member, such as NATO, the OECD, and the Colombo Plan, but excluding the United Nations. This material is distributed on request, and also to Members of Parliament, public libraries, universities, newspapers and interested voluntary organizations. The United Nations distributes its information material through its own information offices and through other authorized outlets, which in Canada include the Department of Public Printing and Stationery and the United Nations Association.















Gov. Doc  
Can  
E

AI EA

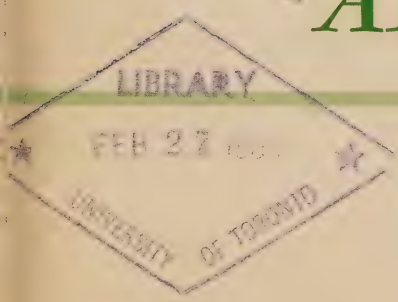
ASS



*Report of the (Department of) Secretary  
of State for External Affairs.*

CANADA. *III* **EXTERNAL**

*L* **AFFAIRS,** *Dept. of*



1963





*Report of the Department of*  
***EXTERNAL***  
***AFFAIRS***  
*1963*

SUBMITTED TO PARLIAMENT UNDER THE PROVISIONS OF THE  
DEPARTMENT OF EXTERNAL AFFAIRS ACT



© Crown Copyrights reserved

Available by mail from the Queen's Printer, Ottawa,  
and at the following Canadian Government bookshops:

OTTAWA

*Daly Building, Corner Mackenzie and Rideau*

TORONTO

*Mackenzie Building, 36 Adelaide St. East*

MONTREAL

*Æterna-Vie Building, 1182 St. Catherine St. West*

or through your bookseller

A deposit copy of this publication is also available  
for reference in public libraries across Canada

Price 50 cents      Catalogue No. E1-1964

*Price subject to change without notice*

ROGER DUHAMEL, F.R.S.C.

Queen's Printer and Controller of Stationery

Ottawa, Canada

1964

HON. PAUL MARTIN,  
Secretary of State for External Affairs.

As required by the Department of External Affairs Act,  
I have the honour to submit to you for presentation to Parliament  
the fifty-fourth report of the Department, covering the calendar  
year 1963.

It gives me pleasure to express my appreciation of the  
manner in which the members of the staff, at home and abroad,  
have carried out their duties and also of the spirit of co-operation  
shown by other Government Departments which are concerned  
with various aspects of Canada's relations with other countries.

A handwritten signature in dark ink, reading "A C Robertson". The signature is fluid and cursive, with the first letters of the first and last names being capitalized and prominent.

*Under-Secretary of State  
for External Affairs.*

Ottawa, January 1964.





## CONTENTS

### CHAPTER

I. The West and the Communist World .....	1
II. Disarmament and Nuclear Tests .....	4
III. The United Nations .....	10
IV. NATO and Defence .....	17
V. Indochina .....	20
VI. Africa .....	22
VII. The Commonwealth .....	26
VIII. Latin America .....	31
IX. Economic Affairs .....	33
X. External Aid .....	38
XI. Press, Information and Cultural Relations .....	41
XII. Consular and Passport Services .....	47
XIII. Organization and Administration .....	49

### APPENDIX

A. Canadian diplomatic and consular representation abroad ..	52
B. Diplomatic and consular representation of other countries in Canada .....	55
C. International associations and organizations of which Canada is a member .....	57
D. International conferences held in 1963 at which Canada was officially represented .....	60
E. International agreements to which Canada is a party: de- velopments during 1963 .....	64
F. Publications of the Department .....	68
G. Organization of Departmental headquarters, December 31, 1963 .....	70



# I

## THE WEST AND THE COMMUNIST WORLD

To recall the tensions which were built up over the Berlin crisis of 1961 and the Cuban crisis of 1962 is to emphasize how different a year 1963 was for relations between members of the Western alliance and the Communist world. The highlight was not a crisis but an agreement—the partial test-ban agreement—and the tone of the dialogue between East and West was marked by comparative restraint and even civility. To explain this relative quiescence, one should recall the United States firmness over Cuba but also keep in mind the knotty problems, both in internal affairs and in the relations between Communist countries, which have beset the Soviet leaders.

For a number of months following the Cuban crisis, there was a lull on the international scene, during which it would appear that the Soviet leaders were re-examining their foreign-policy tactics, their internal economic problems, the state of the dispute with Communist China, and the interrelation of the three. There then gradually began to emerge an outline of the internal and external policies which determined Soviet actions in the period under review.

In the foreign field, it apparently was concluded in Moscow that the aggressive policy applied around Berlin in 1961 and in Cuba in 1962 did not pay dividends in the form of Western concessions. On the contrary, that policy tended to stiffen Western resistance to Soviet pressures. There followed a more moderate tone in Soviet dealings with the West, a willingness, for example, to enter into a partial test-ban treaty and to encourage an atmosphere of *détente* in which Soviet public emphasis was directed toward the desirability of reaching other agreements with the West. The test-ban agreement, though not a disarmament measure in itself, did reduce the dangers inherent in mounting radiation and was generally considered to be a useful first step, which, by lowering international tensions, might lead to other and more important agreements in the disarmament as well as in other fields.

Just prior to and since the conclusion of the test-ban treaty, the Soviet Union put forward a large number of suggestions for other East-West agreements, some revivals of old ideas, some new. These included a non-aggression pact between NATO and the Warsaw Pact Organization, measures to guard against surprise attack, nuclear-free zones in various parts of the world, the non-dissemination of nuclear weapons, the thinning out of foreign forces in Central Europe and the freezing and reduction of military budgets. None of them, however, was pushed with such persistence as to suggest that the Soviet Union considered agreement on them imminently realizable. They bore, rather, the stamp of trial balloons, floated, in part, to demonstrate an anxiety not to spoil the atmosphere created by the test-ban agreement and a willingness to hold discussions



with the West on any topic. In fact, the only other agreements arrived at during 1963 related to the establishment of a direct communications link between Moscow and Washington and an undertaking not to put vehicles of mass destruction into orbit in outer space.

Many of the Soviet proposals related primarily to the Central European scene, which remained the main area of confrontation. They appeared designed, directly or indirectly, to have the West accept the *status quo* in Europe, the permanence of the division of Germany, and the legitimacy of the Soviet presence in Eastern Europe. These remained as important Soviet objectives and preoccupations, which were manifested in the repeated Soviet demands for the signature of a German peace treaty and "the settlement of the Berlin problem on this (Soviet) basis". However, the fact that, apart from some minor harassment on the access routes, the Soviet Union refrained from strong pressures on Berlin suggested an unwillingness, for the time being, to run risks and to increase tensions. Special and critical attention by the Soviet press to the close relations between Paris and Bonn, to the alleged "revanchist and militarist elements" in West Germany and to the creation of a NATO multilateral nuclear force suggested a distinct concern over the growing importance of the Federal German Republic in the Western alliance. At the end of the year, however, there were no firm indications that, either over Berlin or over the concept of a multilateral nuclear force in the West, the Soviet Union intended to go beyond verbal denunciations and warnings of undefined consequences which would flow from Western actions.

The *détente* that developed during 1963 can be attributed to a significant degree to Soviet economic preoccupations. These were revealed most dramatically by the decision to buy large quantities of wheat from the West, involving an unprecedented expenditure of foreign exchange for consumer goods and indicating the need for a substantial increase in the capital allocated to this vital segment of the Soviet economy. Quite apart from a determination to step up agricultural production, there was evidence of a continuing examination of the allocation of scarce resources to competing ends. There was nothing to indicate a cutback in military outlay, but the decision to sign the partial test-ban treaty was, perhaps, motivated in part by a desire to slow down on expenditures in the defence field. A scaling-down of the space programme was hinted at, suggesting another source of savings. Thus, while the problem of resources allocation was initially an internal one for the Soviet Union, it had obvious and important implications in the foreign and defence fields as well, and therefore for the future development of relations between the West and the Communist world.

The year 1963 also witnessed the continuing and serious deterioration of relations between the Soviet Union and Communist China. From the direct and often bitter language of open criticisms directed by each against the other, it was apparent that Moscow and Peking had strongly differing views as to how best to expand Communist influence in the world, that there was between the two capitals a growing struggle for the actual leadership of the Communist movement, and that there were not only important ideological differences but national conflicts of interest as well. A preoccupation with this dispute placed a limitation on the energy which the Soviet leaders had left over to develop their policy toward the West. At the same time, however, it appeared for a good part of the

year that the Soviet leaders were no longer concerned, so deep had the rift with China become, with whether their actions and policies were likely to offend or further alienate the Chinese. They remained very conscious of the necessity of retaining the support of other Communist parties in the face of Chinese criticism of their actions, but Chinese views did not seem to carry any weight in determining Soviet policies toward the West.

One aspect of the Soviet-Chinese dispute has been a disagreement on the attitude to be adopted towards the less-developed and non-aligned countries—that of co-operation with the “national bourgeoisie” and the gradual reduction of Western influence, or that of active encouragement and assistance to the revolutionary forces. It appeared during the year that, Chinese views to the contrary, the Soviet Union would continue its policy of competing with the West in these countries, primarily by extending economic and military assistance to the existing regimes. After some decline in 1962, new Soviet credits extended to the less-developed countries picked up again in 1963 and the foreign-aid programme seemed, for the present at least, to be sustained despite any scarcity of resources which might be affecting other areas.

In the field of economic relations with the West, the Soviet Union, after a period of active hostility to the European Economic Community (EEC) in 1962, appeared to accept the fact of the EEC and kept trade links with it open. The maintenance of trade relations with the West seemed to be particularly important to some of the Eastern European countries as a source of foreign exchange and as a mark of national identity. There appeared, in fact, to be resistance to Soviet suggestions for development of the Council for Mutual Economic Assistance in such a way as to impose too rigid a plan upon the members or cut them off from economic links with the non-Communist world.

Thus the question posed for Canada and her allies at the end of the year was this: Did the *détente* of 1963 signify a basic change in Soviet policies, or was it no more than a temporary tactic to gain time while the Soviet Union attempts to solve its internal and intra-bloc problems? The evidence was not such as to suggest the more optimistic reply to this question. It had to be recognized that, despite Soviet proposals for agreements on a variety of subjects, there had been no signs of a Soviet willingness to make meaningful concessions on main issues, such as the questions of the division of Germany and Berlin. Those questions which appeared to be amenable to compromise solutions were relatively minor. It remained desirable, nonetheless, to pursue these through negotiation, not only for their own sake but also in the hope that eventually permanent and equitable solutions could be found to the major problems.

## II

### DISARMAMENT AND NUCLEAR TESTS

During 1963, Canada continued to play an active part in international discussions on disarmament in the United Nations and, more particularly, as a member of the Eighteen-Nation Disarmament Committee (ENDC) in Geneva. Although no final agreements on arms reductions were reached, discussions in the ENDC were helpful in facilitating agreements during the year on the establishment of a direct communications link between Washington and Moscow and the prohibition of the use of outer space for orbiting weapons of mass destruction. The General Assembly of the United Nations called upon the ENDC to resume its discussions and to continue to work toward the achievement of general and complete disarmament.

Negotiations between the United States, Britain and the Soviet Union took place in July on the subject of nuclear-weapons tests. A treaty to ban all nuclear tests in the atmosphere, under water and in outer space was concluded by the three parties in August and was later adhered to by more than 100 nations. The ENDC, in which much of the preliminary work on the partial test-ban treaty took place, was requested by the General Assembly of the United Nations to continue to work toward a comprehensive ban on all nuclear-weapons tests in all environments.

#### Disarmament

##### 1. Conference of the Eighteen-Nation Committee

The Committee resumed negotiations in February and held two sessions during the year. The first session commenced on February 12 and adjourned on June 21. The Committee reconvened on July 30, but recessed from August 1 to August 12 while the partial nuclear test-ban treaty was opened for signature. From August 13 until August 30, the Committee again met in plenary session and then recessed for the eighteenth session of the United Nations General Assembly. Interim reports to the United Nations were issued on April 10 and August 29. It was agreed that the Committee should reconvene on January 21, 1964.

The representatives of the Soviet Union and the United States continued to act as co-chairmen of the Committee, and met frequently to discuss the agenda and to explain their governments' positions. All the discussions took place in plenary sessions of the Committee. There were no meetings of the Committee-of-the-Whole or of the Sub-Committee on a Treaty for the Discontinuance of Nuclear Weapons Tests, specific plenary sessions instead being allocated to discussion of general and complete disarmament, the suspension of nuclear-weapons tests, and various "collateral" measures aimed at lessening international tension, increasing international confidence, and facilitating general and complete disarmament.



During the early part of the year, the meetings of the Committee were devoted largely to discussions on problems impeding an agreement to ban nuclear tests. However, following the Moscow agreement in July, discussion centered on a treaty on general and complete disarmament under effective international control. At these meetings, consideration was given to measures for the reduction, during the first stage of a disarmament agreement, of nuclear weapons and their delivery vehicles and for a parallel reduction in conventional armaments. These discussions continued to be based primarily on the revised Soviet draft treaty on general and complete disarmament, which had been submitted to the Committee on November 26, 1962, and on the "outline of basic provisions of a treaty on general and complete disarmament in a peaceful world" submitted by the United States on April 18, 1962.

Canada submitted, on August 14, a revised comparison of United States and Soviet disarmament proposals illustrating the changes which had occurred with the passage of time. This initiative was aimed at a further narrowing of differences between the West and the Soviet Union by concentrating attention on points of similarity in the respective positions.

The Committee continued its study of measures which could be agreed to prior to a general agreement on disarmament or which would facilitate such an agreement. The United States submitted a paper on reduction of the risk of war through accident, miscalculation or failure of communication. The Soviet Union submitted proposals on the renunciation of the use of foreign bases and a draft text for a non-aggression pact between the Warsaw Treaty powers and the North Atlantic Treaty Organization.

The deliberations of the Committee were also concerned with proposals for denuclearized zones, prevention of surprise attack, and prohibition of the placing of nuclear weapons in outer space. On August 16, Canada submitted a comparison of significant developments in United States and Soviet proposals concerning the reduction of the risk of war by accident, miscalculation, failure of communications or surprise attack.

While the Eighteen-Nation Committee was in session, the United States and the Soviet Union held a number of meetings on the question of establishing a direct communications link between their respective governments, a proposal first suggested by the United States in April 1962. As a result of these negotiations, an agreement was signed by representatives of the two countries on June 20 to establish such a communications link between Washington and Moscow for use in time of emergency.

## **2. Disarmament at the Eighteenth Session of the United Nations**

The General Assembly had three items relating to disarmament on its agenda (apart from the question of nuclear-weapons tests): the report of the Eighteen-Nation Disarmament Conference, denuclearization of Latin America, and the question of convening a conference to sign a convention on the prohibition of the use of nuclear weapons.

In the opening debate of the session, the Secretary of State for External Affairs noted the more co-operative atmosphere which had developed in discussions of disarmament measures since the signature in Moscow of the partial nuclear test-ban treaty and expressed the view that this new spirit provided a unique opportunity to find further areas of agreement on measures to reduce international tensions as well as to

reach agreements involving physical measures of disarmament. He concluded by stating that political differences and problems would continue to exist but that the great powers had come to recognize that "in certain small but well-defined areas they had an identity of interest". The effort to achieve a realistic programme of disarmament must, he said, be pursued, and Canada would continue to strive toward that goal under conditions of security.

In the course of his address in the general debate, the Soviet Foreign Minister, Mr. Gromyko, announced a revision of the Soviet position on disarmament which would permit the retention of an agreed number of nuclear weapons until the end of the third and final stage of disarmament. Commenting on this proposal in the First Committee of the United Nations General Assembly, the Canadian representative called for further clarification of the Soviet position and reiterated the need for adequate verification at each stage of disarmament.

Mr. Gromyko also proposed that there should be a meeting of the ENDC at the heads-of-government level to give greater impetus than had appeared possible in official negotiations toward agreement on measures of partial or complete disarmament. This approach, which had frequently been suggested by Soviet leaders for dealing with major international problems, was received with caution by the West. Speaking for Canada, the Prime Minister agreed that there were occasions when a summit meeting was essential but, because of the disillusionment that would follow a failure to agree at that level, it was of the utmost importance that there be ample preparation leading to virtual certainty that such a meeting would result in some concrete achievement.

Seventeen members of the ENDC sponsored a resolution introduced by Mexico which noted with approval the statements of intention, made earlier in the session, by the United States and the Soviet Union to refrain from stationing weapons of mass destruction in outer space. The resolution, which was adopted unanimously, welcomed these statements and called upon all states to refrain from placing such weapons in orbit in outer space. Canada particularly welcomed this resolution, which embodied a long-standing Canadian proposal.

In the course of his address to the General Assembly, the Prime Minister suggested that interested governments should examine the problems and techniques of peace-keeping operations which could subsequently lead to pooling of available resources and equipment for the training and maintenance of a co-ordinated collective force for United Nations service and improved peace-keeping machinery as disarmament progresses. The Secretary of State for External Affairs commented that the need for such a peace-keeping force was recognized by the joint statement of agreed principles to which both the United States and the Soviet Union had subscribed, and which had formed the basis for disarmament negotiations in the Eighteen-Nation Disarmament Committee.

Other matters which arose during the disarmament debate in the First Committee included the question of a non-aggression pact between the NATO and Warsaw Treaty powers, cessation of the production of fissionable material for weapons purposes, reduction or freezing of military budgets, and destruction of an initial quantity of nuclear-weapons vehicles. The Secretary of State for External Affairs emphasized that priority should be given in the Eighteen-Nation Disarmament Committee to measures to reduce the risk of surprise attack, such as the establishment



of ground-observation posts, and measures to control the wider dissemination of nuclear weapons, together with actual physical measures of disarmament.

A 48-power resolution was adopted by acclamation calling upon the ENDC to resume with energy and determination its negotiations on general and complete disarmament under effective international control, in accordance with the joint statement of agreed principles for disarmament negotiations, and urging the Committee to make efforts to seek agreement on measures which could serve to reduce international tension, lessen the possibility of war and facilitate agreement on general and complete disarmament.

Eleven Latin American delegations sponsored a resolution aimed at facilitating further study by the Latin American states themselves of the measures that would be required to establish their area as a nuclear-free zone. As indicated by the Prime Minister in the House of Commons on June 3, 1963, Canadian support for specific proposals for nuclear-free zones would largely depend on their fulfilment of three criteria: the proposal should be acceptable to the countries of the geographical area in which the zone would be located; it should include arrangements for verifying that the commitments undertaken would be carried out; and it should be consistent with the accepted principle that no disarmament measure should create a unilateral advantage for any state or group of states. Since the 11-power resolution did not prejudice the nature of a possible future Latin American denuclearized zone, and since all Latin American countries (except Cuba and Venezuela) were prepared to support it, the Canadian Delegation was able to vote for it. The resolution was adopted by a vote of 91 in favour, none against, with 15 abstentions.

A 19-power resolution calling upon the ENDC to study urgently the question of convening a conference for the purpose of signing a convention on the prohibition of the use of nuclear weapons was adopted by a vote of 64 in favour, 18 against, with 25 abstentions. Canada voted against this resolution, recalling, in an explanation of its vote, Canadian opposition at the sixteenth session to the idea of such a conference on the grounds that the only effective way to ensure that nuclear weapons would never be used was through agreement on a comprehensive and carefully verified system of disarmament and that the convening of a special conference might impede negotiations in the Eighteen-Nation Disarmament Committee for the elimination of all forms of armaments, including nuclear weapons.

## Nuclear Tests

### 1. Conference of the Eighteen-Nation Committee

The Kennedy-Khrushchov letters of December 1962 brought the positions of the United States and the Soviet Union on the cessation of nuclear-weapons testing sufficiently close to hold out the prospect of an agreement when the ENDC reconvened on February 12. The Soviet Union had appeared to accept the principle of on-site inspections, since they indicated that they could agree to a quota of two or three such inspections a year. In April, however, the Soviet Union reversed itself and returned to its previous position that national means were sufficient to detect and



identify underground nuclear tests and was not disposed to reach an agreement which would be restricted to the three other environments.

The United States and Britain submitted a memorandum of position to the Committee outlining the continuing necessity for on-site inspection, the number of inspections (seven) which would be acceptable as sufficient to verify adequately that no clandestine tests were taking place, a suggested procedure for the carrying-out of inspections, and a proposal for the use of automatic seismic stations as a supplementary means of ensuring adequate safeguards.

The non-aligned members of the ENDC did their utmost to achieve a compromise between the positions of the nuclear powers, but their proposals were unacceptable to the Soviet Union since they "recognized the necessity at this juncture for three or four truly effective inspections" annually.

The Canadian representative urged the nuclear powers to re-examine their respective positions in an effort to remove the remaining difficulties which stood in the way of agreement. He suggested that direct negotiations between the nuclear powers should be undertaken, with regular progress reports to the Committee.

High-level tripartite negotiations between the Soviet Union, Britain and the United States aimed at an agreement banning all nuclear-weapons tests were undertaken in July 1963, following a further exchange of letters between President Kennedy, Premier Khrushchov and Prime Minister Macmillan. As a result, agreement was reached on the text of a treaty banning nuclear-weapons tests in the atmosphere, in outer space and under water (but not underground), which was initialled by representatives of the three countries on July 25, and formally signed by them in Moscow on August 5.

On August 8, when the treaty was opened for signature by other states, Canada was among the first to sign. In commenting on the agreement in the House of Commons, the Prime Minister welcomed it as "a first step in the direction of the much more basic accord which will be needed to ensure world peace and security". He restated Canadian policy regarding nuclear-weapons tests by cautioning that "we have still to remove the difficulties which stand in the way of a more comprehensive test ban including underground tests". At the same time, he characterized these difficulties as "one small segment of the problems involved in working out a programme of general disarmament and effective methods for the peaceful settlement of disputes".

The partial nuclear test-ban treaty was ratified by the three original signatories and came into force between them on October 10, 1963. More than 100 countries have signified their intention to adhere to the provisions of the treaty and to refrain from the testing of nuclear weapons in the prohibited environments. At the commencement of the eighteenth session of the United Nations General Assembly, the centre of discussion shifted to New York.

## 2. Discussions at the United Nations

Nearly all speakers in the opening debate in the General Assembly endorsed the partial nuclear test-ban treaty and urged the nuclear powers to conclude an agreement prohibiting nuclear tests in all environments.

Speaking in the First Committee, the Secretary of State for External Affairs stated:

The limited test-ban is of particular significance. It provides reassurance to the health of this and future generations. It also shows that the major powers have taken a step towards ending the unrestricted development of even more destructive types of weapons.

We welcome, therefore, the determination of the nuclear powers, as expressed in the preamble to the limited test-ban, to continue to seek agreement on stopping underground tests.

Widespread opposition to further nuclear-weapons tests was expressed in a resolution adopted by 104 votes in favour (Canada), one against (Albania), with three abstentions (the Central African Republic, Guinea and France). This resolution calls on all states to become parties to the partial nuclear test-ban treaty, and requests the ENDC to continue its negotiations to achieve the discontinuance of all test explosions of nuclear weapons for all time.

### III

## THE UNITED NATIONS

Developments at the United Nations in 1963 reflected the improved international atmosphere, especially in East-West relations. In contrast to the feeling of crisis and collision which had hung over the United Nations during the Cuban crisis of October 1962, the mood of the eighteenth session was on the whole optimistic and relatively relaxed. This can be attributed initially to the successful conclusion of the Moscow partial test-ban treaty. Soon afterwards, the United States and the Soviet Union announced their intention to refrain from stationing weapons of mass destruction in outer space. These agreements, admittedly limited in scope, were nevertheless widely regarded as significant moves in creating a climate of confidence for further negotiations.

Members of the General Assembly warmly welcomed the partial test-ban treaty and, in a resolution adopted early in the eighteenth session, called upon all states to become parties to it. The Assembly also adopted unanimously a resolution intended to prevent the orbiting of nuclear weapons in outer space, thus endorsing the earlier understanding arrived at in bilateral talks between the United States and the Soviet Union. Increased co-operation in planning for the use and exploration of outer space was more noticeable than in past years. United Nations discussions continue to be focussed on the need for early agreement on the basic legal principles governing the peaceful use of outer space.

In the course of the year, the UN operation in West New Guinea was successfully concluded with the transfer of the administration of the territory from the United Nations Temporary Executive Authority (UNTEA) to Indonesia. The Yemen Observation Mission (UNYOM) was established on Security Council authority after the United Arab Republic and Saudi Arabia concluded a disengagement agreement and undertook to finance the operation. The financing of the major peace-keeping operations, UNEF and ONUC, remained a serious problem in 1963, with no agreement in sight on an equitable long-term arrangement based on collective responsibility.

Two new Commonwealth members were admitted to the United Nations with the attainment of independence by Kenya and Zanzibar. The Assembly again debated the question of Chinese representation, and rejected a resolution which would have seated representatives of the People's Republic of China.

Colonialism and racial discrimination continued to be major issues at the eighteenth session. The policies of South Africa and Portugal were attacked both in the Security Council and the General Assembly. While the main emphasis has been on condemnation and measures of coercion, extreme action in the form of expulsion or suspension was avoided.

In the economic and social field, United Nations activities were pursued within the context of the United Nations Development Decade.



Planning continued for the United Nations Conference on Trade and Development to be held in 1964.

The Prime Minister, in addressing the General Assembly on September 19, drew attention to the need for a reappraisal of certain basic questions of function and organization if the United Nations was to be an effective international instrument. The Security Council and ECOSOC will have to be enlarged to reflect adequately the present membership, and the organization must be given the financial support it needs for discharging its responsibilities. Much could also be done to improve the peace-keeping capacity of the United Nations. With this in mind Canada proposed that a team of military experts should be formed within the Secretariat to provide advice and assistance to the Secretary-General and that interested governments should examine the problems and techniques of United Nations peace-keeping operations. This could in time lead to a pooling of resources and the development of trained and equipped collective forces for action in support of the primary concern of the United Nations, the keeping of the peace.

### United Nations Financing

During 1963, the financial situation of the United Nations remained serious owing to the continued failure of many member states to pay their assessed contributions, particularly for the costs of the United Nations Emergency Force (UNEF) and the United Nations Operation in the Congo (ONUC). The most serious defaulters are the Soviet-bloc countries. They were responsible for approximately 65 per cent of the \$104.7 million of existing arrears (UNEF \$27 million and ONUC \$71.5 million) as of August 31, 1963, for the years up to 1962 inclusive. France has not paid its assessed contributions for ONUC and has also announced that it does not intend to contribute toward the servicing costs of the United Nations bond issue. The Soviet-bloc countries have indicated that, in 1963 and future years, they will not pay their share of the costs of certain items included in the regular budget.

Canada has continued to play an active and leading role in the search for a solution to this problem, which, if allowed to persist, will seriously impair the effectiveness of the organization and, in the words of the Secretary-General, "jeopardize its very existence". Intensive discussions took place at the United Nations throughout the year, initially in the Working Group of Twenty-One on the financing of peace-keeping operations (of which Canada is a member) and latterly at the fourth special session of the General Assembly held in May-June 1963 and the regular eighteenth session, which opened in September. At the special session, agreement was reached on *ad hoc* assessments for financing UNEF and ONUC in the last half of 1963. These provided for an initial amount on the regular scale, the remainder to be assessed on a special scale granting a 55 percent reduction to the less-developed countries. Canada and a number of other Western countries agreed to make voluntary contributions in order to meet the resulting shortfall. At the eighteenth session, it was decided to apply a similar *ad hoc* scale to finance ONUC costs for the first six months of 1964.

In the Working Group's discussions, Canada argued vigorously for the adoption of long-term financing arrangements which would apportion the costs of peace-keeping operations in accordance with the principles of

collective financial responsibility and relative capacity to pay. This remains the basic Canadian objective. To meet immediate needs, Canadian representatives have worked closely with other delegations, particularly those from Africa, Asia and Latin America, to devise *ad hoc* financing arrangements for UNEF and ONUC.

One of the resolutions adopted at the fourth special session lays down various principles as guide-lines for the General Assembly in financing future peace-keeping operations. Included are such principles as collective responsibility, the difference in the relative capacity to pay of developed and less-developed countries, and the desirability of voluntary contributions. While the resolution is complicated by the inclusion of political or subjective criteria (i.e. the "special responsibilities" of permanent members of the Security Council and the possibility of reductions or increases in the case of states which are "victims" of or otherwise involved in the events leading to a given peace-keeping operation), the affirmation of collective responsibility, plus relative capacity to pay, may be regarded as steps in the right direction. In prospect for 1964 is the possible application of Article 19 of the United Nations Charter (suspension of voting rights in the Assembly) to member states which are two years in arrears. Canada will continue to make every possible effort to facilitate the adoption of financing methods that will give the United Nations the funds it requires to carry out its primary task of maintaining international peace and security.

### Peace-Keeping Operations

Canada was an active participant during 1963 in the major peace-keeping operations undertaken by the United Nations. Canadian military observers continued to serve in Kashmir and the Middle East. In the Gaza Strip and Sinai, some 900 Canadian military personnel, consisting of reconnaissance, engineering, signals, service and air transport units, form the Canadian contingent with UNEF. Approximately 250 more serve in the Congo with the United Nations military force.

In the course of the year, one UN peace-keeping operation was concluded and another was begun. Canadians participated in both. The first involved the transfer of West New Guinea from the Netherlands to Indonesia on May 1, 1963, after a seven-month period of UN executive administration (UNTEA) backed by a UN security force. Canadian "Otter" aircraft, with air and maintenance crews, were part of the UN force in this operation. The second operation, still continuing, was undertaken at the request of the Governments of the United Arab Republic, Saudi Arabia and Yemen. Following a Security Council decision on June 11, a team of UN observers was despatched to Yemen to observe, certify and report on the implementation of the disengagement agreement concluded by the U.A.R. and Saudi Arabia. The air component of the Yemen Observation Mission (UNYOM) consists of Canadian aircraft and crews. Although UNYOM has had a useful deterrent effect, implementation of the disengagement agreement has proceeded slowly and imperfectly and is still far from fulfilment.

Experience has shown that, while the establishment of a permanent United Nations force is not a practical proposition at the present time, much could be done to improve the planning arrangements for UN peace-keeping operations. The Secretary-General has pointed out that it would



be extremely desirable for countries to follow the lead of Canada, the Scandinavian countries and the Netherlands in making provision for suitable standby military units which could be made available at short notice for UN service and thereby decrease the degree of improvisation necessary in an emergency. The Prime Minister's statement to the General Assembly on September 19, 1963, was intended to focus attention on this problem and spur the development of more effective techniques and advance planning for peace-keeping operations both within the UN Secretariat and the military establishments of member states.

### Effects of Atomic Radiation

At the eighteenth session of the Assembly, Canada initiated a resolution on the effects of atomic radiation. This resolution, co-sponsored by 17 other countries, was adopted unanimously in the Special Political Committee and in plenary. It emphasized the importance, from the point of view of harmful atomic radiation, of the cessation of nuclear tests in the atmosphere, in outer space and under water, and urged the World Meteorological Organization to proceed with the implementation of the scheme for monitoring and reporting levels of atmospheric radioactivity. The United Nations Scientific Committee on the Effects of Atomic Radiation (UNSCEAR) was asked to continue its study of the levels and effects of atomic radiation from all sources, and member states and international and national agencies were requested to carry out information programmes on the effects of atomic radiation.

Throughout the year, at the General Assembly as well as in the other appropriate bodies of the United Nations, Canadian representatives stressed the need for international co-operation in reducing the hazard from harmful atomic radiation. Canada also directed attention to the danger of complacency as a consequence of the signature of the limited test-ban treaty, since the effects of previous atmospheric nuclear tests would continue to be felt for some time and radiation might be expected from nuclear tests not covered by the Moscow treaty and from a number of other sources.

### Peaceful Uses of Outer Space

Meetings of the Legal Sub-Committee of the UN Committee on the Peaceful Uses of Outer Space, held in the spring of 1963, again failed to lead to the adoption of concrete recommendations. However, with active Canadian participation, a broad measure of agreement was reached on the basic legal principles which should govern the activities of states in the peaceful exploration and use of outer space. Included among these are the propositions that:

- (1) The exploration and use of outer space shall be carried on for the benefit and in the interests of all mankind.
- (2) Outer space and celestial bodies are free for exploration and use by all states on a basis of equality and in accordance with international law.
- (3) Outer space and celestial bodies are not subject to national appropriation by claim of sovereignty, by means of use or occupation, or by any other means.



- (4) The activities of states in the exploration and use of outer space shall be carried on in accordance with international law, including the Charter of the UN, in the interest of maintaining international peace and security and promoting international co-operation and understanding.

While a great deal remains to be done before the international regulation of outer space for exclusively peaceful purposes becomes a reality, developments in 1963 represent an encouraging breakthrough from the impasse of previous years. The outer-space field is one in which Canada has taken a deep interest and in which Canadians have been able to make a contribution on the political as well as the technical side.

### Development of International Law

In accordance with a resolution adopted at the seventeenth session of the United Nations General Assembly, Canada submitted in 1963 a number of suggestions to the Secretary-General of the United Nations as to ways and means by which member states of the United Nations could be aided through the United Nations and other channels in establishing programmes of assistance and exchange in respect to activities in the field of international law, with a view to the wider dissemination of a knowledge of international law. These comments and suggestions were developed in part during a seminar convened by the Canadian National Commission for UNESCO and attended by a number of professors of international law and officials of the Department of External Affairs, the External Aid Office and the Department of Justice.

Canada also submitted detailed comments on four principles of international law under study by the Sixth (Legal) Committee, namely, the principles of non-use of force, peaceful settlement of disputes, non-intervention, and sovereign equality of states. These comments, which stressed the paramount importance of the United Nations Charter in the progressive development of international law and in the promotion of the rule of law among nations, formed the basis of the Canadian position during the debate on these principles in the Sixth Committee during its eighteenth session.

A further development during the eighteenth session was the approval by the Sixth Committee of a procedure for transferring to the Secretary-General of the United Nations certain powers that had been vested in the Council of the League of Nations with a view to inviting states to participate in a number of pre-war treaties. The Committee also considered the report of the fifteenth session of the International Law Commission (ILC), which was chiefly devoted to the Commission's work on a proposed convention on the Law of Treaties. The Commission's project is now two-thirds complete, and its draft articles have been transmitted to member states for comments. Canada is represented on the ILC.

### Palestine Refugees

The United Nations Relief and Works Agency for Palestine Refugees (UNRWA) was established in 1949 to provide relief and rehabilitation facilities for Arab refugees from Palestine located in Jordan, Lebanon, Syria and Gaza. At the annual UNRWA pledging conference, Canada

undertook, subject to Parliamentary approval, to contribute \$500,000 to the Agency's 1964 budget and, in addition, promised a special contribution of wheat flour valued at \$500,000.

Canada supported the resolution on Palestine refugees adopted by the Assembly, which calls on the Palestine Conciliation Commission to continue its efforts in connection with this problem. These efforts have consisted in recent years of informal discussions with the governments concerned. Canada has supported these endeavours of the Conciliation Commission to find some constructive means of solving the Palestine refugee problem.

## International Co-operation Year

During 1963, Canada was a member of a Preparatory Committee set up to study the desirability of designating 1965, the twentieth anniversary of the United Nations, as "International Co-operation Year". On November 21, soon after the submission of the Committee's report, the General Assembly decided by acclamation to designate 1965 as "International Co-operation Year". The purpose of International Co-operation Year is to draw attention to the amount of existing international co-operation among states. Its aim is thus to bring into relief those many continuing activities, particularly among voluntary non-governmental organizations, which involve a high degree of international co-operation but which are frequently overshadowed by problems leading to division among states.

## Human Rights and Social Questions

One of the purposes of the United Nations proclaimed under Article 1 of the Charter is to achieve international co-operation in promoting and encouraging respect for human rights and fundamental freedoms for all, without distinction as to race, sex, language or religion. To this end, the General Assembly, at its eighteenth session, unanimously adopted a Declaration on the elimination of all forms of racial discrimination. As well, the Assembly proceeded with its consideration of the international Covenants on Human Rights, adopting, with Canadian support, articles dealing with such matters as the rights of the child and freedom from hunger. As a member of the Commission on Human Rights, Canada participated actively in the discussion of these subjects. During the debate on the Declaration in particular, Canada sought, with like-minded delegations, to ensure that in the pursuit of this desirable aim—the elimination of all forms of racial discrimination—existing rights and freedoms, such as the freedom of expression and the freedom of association, would not be encroached upon.

Elsewhere, the Assembly endorsed the activities of the Economic and Social Council in the field of social development, by adopting unanimously a number of resolutions dealing with the world social situation, the promotion of women's rights, community development, child and youth welfare (through UNICEF) and the problem of the homeless and stateless people which is the primary responsibility of the United Nations High Commissioner for Refugees. Towards the continuation of the latter's very worthwhile activities, Canada subscribed for the calendar year 1964 the sum of \$290,000.

## Colonialism

The United Nations continues to be preoccupied with the problems of de-colonization. In the course of 1963, the Special Committee of 24 considered the implementation of the Colonial Declaration (Resolution 1514 of December 14, 1960) in relation to some 26 dependent territories, concentrating its attention on the remaining colonial territories in Africa. In the General Assembly, the annual debate on the Special Committee's report led to the adoption of seven resolutions dealing with Aden, British Guiana, Malta, Fiji, Northern Rhodesia, Nyasaland and the high commission territories of Basutoland, Bechuanaland and Swaziland. In a further resolution of a more general character, the Special Committee was asked to continue to seek the best ways and means for the speedy application of the Colonial Declaration to all territories that had not yet attained independence.



## IV

### NATO AND DEFENCE

Despite the improvement in the climate of East-West relations during 1963, it remained vital that the West should retain its defensive and deterrent strength against potential aggression. For its part, Canada maintained the various defence activities which had previously been instituted in fulfilment of responsibilities undertaken within the collective defence programme of NATO and, jointly with the United States, for the defence of North America. Canada also continued to contribute to United Nations peace-keeping operations, and to provide assistance in training the defence forces being established by certain newly-independent Commonwealth countries.

Canadian forces had previously been equipped with and trained to use four weapons systems designed for a nuclear role. These weapons systems are the CF-104 strike-reconnaissance aircraft and the "Honest John" artillery rocket held by Canadian forces assigned to NATO in Europe and the CF-101 interceptor aircraft and the Bomarc "B" ground-to-air interceptor missile with which forces in Canada are equipped for the defence of North America against bomber attack. In August, agreement was reached with the United States on the conditions under which nuclear warheads were to be made available for these weapons and, in September, complementary arrangements were agreed on governing the storage of nuclear air-to-air weapons for United States interceptor aircraft stationed in Canada. In both cases, the nuclear warheads remain in United States custody; hence these arrangements do not add to the number of governments having nuclear weapons at their independent disposal. The warheads cannot be used operationally in either case without the authorization of the Canadian Government, and joint control is thus assured.

### NATO

Canadian membership in the North Atlantic Treaty Organization continues to be one of the main elements of Canadian foreign policy, for it is through NATO that a basis for a partnership of Atlantic states with common political and economic goals can develop and it is in NATO that Canada sees the most realistic guarantees of its national security.

An opportunity to emphasize the importance to Canada of the NATO alliance was provided by the convening in Ottawa from May 22 to 24 of the regular spring meeting of NATO foreign ministers. This meeting, the first to be held in Ottawa since 1951, took place in the recently renovated West Block of the Parliament Buildings, which had been specially equipped for the event. Extensive preparations for the meeting were made through the co-operative effort of several government departments under the direction of Lieutenant-General S. F. Clark, Chairman of the National Capital Commission.

At the meeting, it was recognized in the review of the international situation that the alliance was not meeting in the shadow of a crisis, as had so often been the case in the recent past, but that issues such as Berlin and Germany, Cuba and Laos, remained unsolved and continuing sources of grave concern. There was complete agreement upon the importance of maintaining continuous contact with the Soviet Union in an effort to resolve issues which might lead to war and ensure, at the very least, that neither side should misunderstand the intentions of the other. There was unanimous support for the continuation of efforts at Geneva to bring about general and complete disarmament by stages under effective international control and international safeguards.

Two important decisions were taken at the meeting in relation to the defence policy of the alliance. The first approved the steps taken to organize the nuclear forces assigned, or to be assigned, to the Supreme Allied Commander in Europe (SACEUR).

These steps included:

- (a) assignment of the British V-bomber force and three United States "Polaris" submarines to SACEUR;
- (b) establishment by SACEUR on his staff of a Deputy responsible to him for nuclear affairs;
- (c) arrangements for broader participation by officers of NATO member countries in nuclear activities in Allied Command Europe and in co-ordination of operational planning at USAF Strategic Air Command at Omaha;
- (d) fuller information to national authorities, both political and military.

NATO ministers welcomed these measures to increase the effectiveness of the nuclear capability at the disposal of the alliance and to improve co-ordination and control of its nuclear deterrent forces.

The second decision of importance was the recognition by NATO ministers of the need to achieve a satisfactory balance between nuclear and conventional arms. They directed the Council in permanent session to undertake, with the advice of the NATO military authorities, further studies of the interrelated questions of strategy, force requirements and the resources available to meet them.

NATO foreign ministers and defence ministers met again on December 16 and 17 in Paris. This meeting was largely devoted to an evaluation of relations with the Soviet bloc. There was general recognition that it was important at this time to continue to seek agreements on limited measures which would help reduce international tension and achieve a genuine and fundamental improvement in East-West relations. Ministers expressed the hope that Soviet policy would not limit the possibility of making progress, particularly on problems that are the main cause of tension in the world, such as Berlin and Germany.

Consideration of defence questions included a review of the implementation of decisions reached at Ottawa regarding fuller information on nuclear questions for national authorities and broader participation by member countries in the organization and operational planning functions of SACEUR's nuclear forces. Note was also taken of the progress made in the studies which had been undertaken as a result of decisions made in May relative to strategy, force requirements and resources.

## North American Defence

Arrangements were agreed on in August and September concerning the supply by the United States of nuclear weapons for Canadian air-defence forces, and for United States interceptor aircraft squadrons stationed at two leased bases in Canada. These arrangements ensure that the air-defence forces committed to NORAD, regardless of their nationality or location, will have available the weapons required for them to fulfil effectively their role of protecting North America against bomber attack.

While the conclusion of these arrangements constituted the major development in North American defence matters during 1963, Canada-United States co-operation with regard to the joint defence of the continent continued to develop under the aegis of the various media of consultation which have been created over the years.

In accordance with technical developments and changing requirements, there were certain changes in some elements of the North American defence programme during the year. For example, certain facilities located in Canada for which there was no longer a requirement were closed down and certain new facilities brought into operation. In the latter connection, the headquarters of NORAD's Northern Region were transferred from St. Hubert to the underground establishment housing the SAGE Combat Control and Direction Centre at Trout Lake, near North Bay. The various adjustments in the programme are designed to achieve a maximum of efficiency in providing for the defence of North America.

### Other Activities<sup>(1)</sup>

The resources of Canada's defence establishment were not, however, employed solely for the defence of the NATO area. During the year, Canada's contributions included the provision of personnel and equipment for various peace-keeping operations sponsored by the United Nations. Canada also extended assistance in the training of members of the armed forces of some of the newer Commonwealth countries. In addition, Canada participated in a programme of military assistance to India following the Chinese attack on that country.

---

<sup>(1)</sup> These activities are described in greater detail in Chapters III, VII and X.



## V

### INDOCHINA

During 1963, there was no change in the status of the three International Commissions for Supervision and Control in Cambodia, Laos and Vietnam. The Commissions in Cambodia and Vietnam continued to function under the terms of the Geneva Agreements of 1954, and the Commission in Laos under the terms of the Geneva Protocol of 1962. The level of Canadian participation also remained unchanged—about 100 Canadians drawn from the Department of External Affairs and the Armed Forces (principally the Army).

#### Cambodia

The Commission continued its activities on a small scale in Cambodia during 1963, again concerning itself primarily with accusations of violations of Cambodian frontiers by the forces of the Republic of Vietnam. Internally, Cambodia maintained its stability, and the Chief of State, Prince Sihanouk, put forward additional suggestions designed to secure the borders between Cambodia and Thailand on one side, and between Cambodia and South Vietnam, on the other. During the crisis involving Buddhists in South Vietnam, the Government of Cambodia broke off relations with the Republic of Vietnam.

#### Laos

Although little progress had been made toward the military and administrative reunification of Laos under Prince Souvanna Phouma's Provisional Government of National Union, the cease fire was generally observed until about the end of March 1963. At that time the left-wing Pathet Lao, with the collaboration of some dissident elements of the Neutralist military force, began to exert military pressure to force the genuine Neutralists out of a number of places, particularly in the Plaine des Jarres area, which had previously been jointly occupied. Even before the military situation began to deteriorate seriously, the Canadian Commissioner had been trying to get a team of the International Commission into the area to exert a restraining influence. Because of Pathet Lao and Polish opposition, it was not possible, between the end of February and the end of April, to do more than ensure that the Commissioners or other Commission personnel visited the area almost daily. On April 28, however, it was decided by Indian-Canadian majority vote, over strenuous Polish opposition, "that a team be temporarily stationed at the Plaine des Jarres on a continuous basis for the duration of the crisis". The team, consisting of one Canadian and one Indian officer (the Poles refusing to supply a member in spite of their obligation, under the terms of the Protocol, to do so), has been stationed at Neutralist headquarters on the Plaine des Jarres since April 29, 1963.

On May 17, the Commission, again by Indian-Canadian majority vote, approved and despatched three reports to the Co-Chairmen on the serious situation which had developed. The Polish Commissioner forcibly expressed

the view that by doing so the Indian and Canadian Commissioners were acting "illegally"—a view which was subsequently upheld by the Soviet Co-Chairman but refuted by the British Co-Chairman. The reports were sent to the other signatory governments and made public by the British Government unilaterally on July 1, 1963.

During 1963, the Laos Commission conducted four investigations of allegations that foreign forces remained in the country contrary to the provisions of the Geneva Agreements of 1962. These investigations, besides being few in number, were extremely limited in scope and cannot be considered to have provided any conclusive answer to the question whether or not foreign military forces are present in Laos. The Canadian Commissioner attempted to have such investigations broadened in scope and increased in number. He found, however, that, even when his proposals were agreed to by the other Commissioners and sent to the Royal Laotian Government, the unanimity principle which operates within that Government and requires the consent of the right-wing, Neutralist and Pathet-Lao factions, resulted in delays and restrictions which vitiated the investigations.

The Commission nevertheless remains the tangible expression of such international agreement as exists on the Laotian question. The Commission also fulfills a most important good-offices role through the conciliatory influence which the Commissioners are able to exert personally on the leaders of the various factions and through the transport, communications and security arrangements which the Commission makes from time to time to facilitate contracts between the parties.

### Vietnam

The situation described in the Special Report of June 2, 1962, continued during 1963, i.e., the authorities in North Vietnam continued to send "armed and unarmed personnel, arms, munitions and other supplies," into South Vietnam "with the object of supporting, organizing and carrying out hostile activities, including armed attacks, directed against the armed forces and administration" of the Republic of Vietnam. Equally, South Vietnam continued to receive military aid from the United States in quantities that appeared to be in excess of those permitted by the Geneva Agreements of 1954 because the condition required for the cessation of such aid had not been fulfilled, namely, the discontinuance of Northern assistance for the insurgents in the South. Unfortunately, the Commission was not able to bring about any improvement in this situation, although by its presence it helped to inhibit resort to full-scale war between the two parts of Vietnam.

No significant changes took place in North Vietnam, but in the South a series of political disturbances with religious overtones began in May 1963. These disturbances involved the self-immolation of a number of Buddhist monks, student demonstrations, and the imposition of martial law,

On November 1, a *coup d'état*, organized by South Vietnamese military officers, overthrew the régime of President Ngo Dinh Diem. The Provisional Government established as a result of the *coup* was recognized by Canada on November 14, 1963, and is co-operating with the International Commission. Following a United Nations discussion of the disturbances which preceded the *coup*, a United Nations Commission was despatched to Saigon on October 24 to enquire into the facts of the matter. As a result of the *coup d'état*, the Commission decided to return to New York.

## VI

### AFRICA

Canada continued to follow with keen interest developments on the African continent during 1963. Relations with African states were further strengthened by the state visit to Ottawa on October 7 and 8 of His Imperial Majesty, Haile Selassie I, Emperor of Ethiopia. Other official visitors from Africa included the President of Tanganyika, Dr. Julius Nyerere; Major-General Joseph D. Mobutu, Commander in Chief of the Congolese Army; the Hon. J. H. Howman, M.P., Minister of Internal Affairs, Local Government and African Education of Southern Rhodesia; and the Hon. Waziri Ibrahim, Federal Minister of Economic Development of Nigeria.

In implementation of the decision, announced the previous year, to establish relations with French-speaking African states, Canadian ambassadors presented their credentials for the first time in Gabon, Upper Volta, Guinea and the Ivory Coast. Similarly, the Ambassadors of Gabon, Niger, Mali and Senegal presented their credentials in Ottawa.

#### Addis Ababa Conference

One of the most important events in Africa during 1963 was the holding of the conference of heads of independent African states at Addis Ababa from May 22 to May 25. At this conference agreement was reached on the setting-up of an Organization of African Unity, for which a Charter was agreed and signed on May 25, 1963. Its purposes were the promotion of unity and co-operation among African states, the provision of mutual defence, the elimination of colonialism from Africa and the promotion of international co-operation through the United Nations. The Organization consists of an Assembly of Heads of State and Government (to meet once a year), a Council of Foreign Ministers (to meet twice a year), a General Secretariat, a Mediation Commission, and several specialized commissions. It is expected that the Organization will have its headquarters in Addis Ababa.

The Addis Ababa Conference passed a number of resolutions, covering the following subjects: de-colonization, *apartheid* and racial discrimination, Africa's role in the United Nations, general disarmament, and economic co-operation. An early test of the Organization of African Unity was the part it was called upon to play in bringing about an effective armistice between Morocco and Algeria to end their border fighting on November 1, and in organizing a meeting of the Ministerial Council to settle the dispute between these two member states.

#### Congo

On January 14, 1963, Mr. Tshombe announced the abandonment by Katanga of its policy of secession and agreed to co-operate in the imple-



mentation of the plan proposed by the Secretary-General of the United Nations for national reconciliation in the Congo. The Central Government appointed Mr. Joseph Ileo as Minister Resident in Katanga, to negotiate with Mr. Tshombe on the practical problems of reintegrating the province.

The major obstacle to the fulfilment of the United Nations mandate in the Congo having thus, at long last, been removed, consideration could now be given to the termination of the United Nations operation and to the other problems involved in the establishment of a unified and independent Congo. Among these were the re-training of the Congolese National Army (ANC), to provide internal security, and the provision of technical assistance to help rebuild the Congolese economy and organize essential services in the country.

The Congo operation had imposed a serious financial strain on the United Nations, accentuated by the refusal of some countries to pay their share of the special Congo assessment. This lent urgency to the Secretary-General's plans for early progressive withdrawal of United Nations forces. On the other hand, the Congolese Government was deeply concerned over the problem of assuming full responsibility for the maintenance of law and order before the ANC had been adequately trained, and it was recognized that premature withdrawal of the United Nations Force (ONUC) could jeopardize all that had been achieved at such cost to the United Nations.

The United Nations was itself unable to undertake responsibility for the re-training of the Congolese National Army, and this task was finally assumed by individual countries at the request of the Congolese Government.

By July, the strength of the United Nations Force had been reduced from a peak of 19,000 men at the beginning of the year to approximately 7,000. It had been the Secretary-General's intention to withdraw the rest of ONUC by the end of the year. In response to an appeal from Prime Minister Adoula, however, it was decided to keep some 5,200 United Nations troops in the Congo during the first six months of 1964 while the training programme for the ANC was being implemented; and, in October, the General Assembly authorized the expenditure of additional funds of up to \$18.2 million for this purpose. The remaining United Nations forces will include approximately 300 Canadian army signalmen, to maintain the ONUC communications network, and some 40 Canadian staff personnel at headquarters. A Canadian brigadier has been appointed Chief of Staff to the Commander of ONUC.

At the same time, it was agreed that the United Nations would continue to provide technical assistance through its civilian operation. The Belgian Government also undertook to provide substantial technical aid under the terms of an assistance agreement concluded in the second half of the year.

## Portuguese Territories in Africa

Following decisions taken at the Addis Ababa Conference, the 32 African states participating brought the question of the situation in the territories under Portuguese administration before the Security Council in July. On July 31, the Security Council passed a resolution which referred to the Colonial Declaration, called upon Portugal to recognize the rights of the people of the territories under its administration to self-

determination and independence, and requested all states to refrain from offering the Portuguese Government any assistance which would enable it to continue its repression of the peoples of the territories and to prevent the sale and supply of arms and military equipment for this purpose to the Portuguese Government.

In this connection, the Secretary of State for External Affairs announced in the House of Commons on October 21 that Canada had not made any contributions of Canadian military assistance to Portugal since November 1960. With respect to the sale of arms and military equipment on a commercial basis, he said it was the intention of the Government to continue the existing policy, which was to forbid the export to Portugal or the territories under Portuguese administration of any arms or equipment which would be used for military purposes in the Portuguese overseas territories.

During the eighteenth session of the United Nations General Assembly, the question of Portuguese overseas territories was again discussed. Canada supported efforts in the United Nations, both formal and informal, to persuade Portugal to recognize the right of the peoples of its territories to self-determination.

## South Africa

The question of race relations in South Africa continued to occupy the attention of the United Nations throughout the year. As a result of decisions taken at the Addis Ababa Conference and of the recommendations of the Special Committee on Apartheid set up by the General Assembly, the question of *apartheid* was brought before the Security Council early in August. On August 7, the Security Council adopted a resolution calling on South Africa to abandon its *apartheid* policies and calling on all states to cease forthwith the sale and shipment of arms, ammunition, and military vehicles to South Africa.

The Secretary of State for External Affairs announced in the House of Commons on October 21 that for several years it had been the policy of the Canadian Government to withhold permission for the shipment to South Africa of any military equipment which might be used to enforce *apartheid* policies and that, in view of the Security Council's request, the Government would not authorize the acceptance of new orders for military equipment from South Africa.

In South Africa itself, there were further outbreaks of anti-*apartheid* activities, including riots and attempts at sabotage, followed by the promulgation of laws permitting the detention of suspected persons for 90 days without trial and by numerous arrests of opponents of *apartheid*. The first of what is intended to be a number of self-governing African states, referred to as "Bantustans", was set up in the Transkei during 1963, with elections being held in November.

On October 11, the General Assembly adopted a resolution by 106 in favour (including Canada), to one against (South Africa), with no abstentions, requesting the Government of South Africa "to abandon the arbitrary trial now in progress and forthwith to grant unconditional release to all political prisoners and to all persons imprisoned, interned or subjected to other restrictions for having opposed the policy of *apartheid*". In an official statement issued to the press after the plenary vote, the Secretary of State for External Affairs said that the Canadian

Delegation was instructed to vote in favour of this resolution because Canada wished to express condemnation of the policy of *apartheid*.

Further United Nations action regarding *apartheid* was taken on December 4, when the Security Council adopted unanimously a resolution calling on all states to cease the shipment of equipment and materials for the manufacture and maintenance of arms and ammunition in South Africa. The resolution also requested the Secretary-General to establish a group of experts to examine ways of resolving the situation in that country.



## VII

### THE COMMONWEALTH

Commonwealth membership continues to expand. In December, two more newly-independent African states—Zanzibar and Kenya—became members, bringing the total membership to 18<sup>(1)</sup>.

At the year's end there were five systems of government among the 18. Nine were monarchies recognizing Her Majesty Queen Elizabeth II as head of state, one (Malaysia) had an elected monarch, one (Zanzibar) had an hereditary monarch; six were republics, and one (Uganda) was a monarchical state having as head of state a president who is an hereditary monarch of one of its parts.

The Commonwealth continues to be an important institution for bilateral and mutual assistance for economic development. Up to the end of the 1962-63 fiscal year, over \$440 million was made available by Canada for economic development under programmes of grant assistance. Of this over 95 per cent has been allocated among Commonwealth countries under the Colombo Plan, the Canada-West Indies Aid Programme, the Special Commonwealth Africa Aid Programme (SCAAP) and the Commonwealth Scholarship and Fellowship Plan in Africa, Asia and the Caribbean. Funds have been used for the carrying-out of development projects, the supply of equipment or commodities, the provision of Canadian teachers or advisers and the training of students in Canada. Of the more than 700 people selected and brought to Canada in 1963 for specialized training in conjunction with various development projects undertaken by Canada, most came from Commonwealth areas. Military training was also being provided for personnel of some newly-independent Commonwealth countries<sup>(2)</sup>.

The Special Commonwealth African Aid Programme (SCAAP) is now in its third year of operation, and, by the end of 1963, nearly 150 African students were under training in Canada under SCAAP's auspices. Also under this programme, 119 Canadian teachers were serving in Africa, mostly in secondary schools. In addition, 14 Canadian university professors taught in African universities under the aegis of SCAAP.

Under the Commonwealth Scholarship and Fellowship Plan there were, by the end of 1963, 230 Commonwealth students in Canada and 122 Canadians studying in other Commonwealth countries.

With reference to the Commonwealth countries of the Caribbean area, 20 Canadian teachers and three technical advisers were sent to this region under Canadian Government auspices.

---

<sup>(1)</sup> Commonwealth members are enumerated according to the year (if post-1931, noted in brackets) when membership was received: Britain; Canada; Australia; New Zealand; India (1947); Pakistan (1947); Ceylon (1948); Ghana (1957); Malaya (1957); Nigeria (1960); Cyprus (1961); Sierra Leone (1961); Tanganyika (1961); Jamaica (1962); Trinidad and Tobago (1962); Uganda (1962); Zanzibar (1963); and Kenya (1963).

<sup>(2)</sup> See Chapters VI, X and XI.

Canadian universities also made important contributions to developing countries of the Commonwealth by releasing 23 faculty members for service in African and Asian universities. In addition, the Universities of Toronto and British Columbia undertook special projects to assist the Universities of Malaya and of Singapore, Malaysia, the University of Mangalore, India, and the University of Lagos, Nigeria.

## Regional Developments

### West Indies, British Honduras and British Guiana

After the withdrawal in 1963 of Jamaica and Trinidad from the ten-island Federation of the West Indies, the remaining eight small islands (Antigua, Barbados, Dominica, Grenada, St. Kitts-Nevis-Anguilla, Montserrat, St. Lucia, St. Vincent) continued their efforts to establish a federation under Barbados' leadership. A meeting of chief ministers of "the little eight" in Barbados in May 1963 revealed serious divergences of opinion on whether the federation should be a closely-knit one, with substantial powers allotted to the federal government, or a loosely-knit federation with reduced powers at the centre. Plans for a further meeting in London before the end of the year were postponed. It also became evident during the year that Grenada preferred to merge with the unitary state of Trinidad and Tobago rather than form part of any future eight-island federation; committees are at present examining proposals for a merger of these adjacent islands.

It was announced near the end of 1963 that British Honduras, a British colony in Central America with a population of about 100,000, would have its constitution amended so that, by January 1, 1964, it would achieve complete internal self-government.

After British Guiana's Trade Union Council called a general strike in April, a state of emergency was proclaimed in this colony; at Dr. Jagan's request, British troops stood by to assist, if needed, in maintaining law and order. A negotiated settlement brought the 11-week strike to an end in July. A constitutional conference on the colony's future was held in London at the end of October. Since the territory's three political leaders (Messrs Jagan, Burnham and D'Aguiar) could not resolve their disagreements about a future constitution for an independent British Guiana, they requested the British Government to settle all outstanding issues, and the three leaders undertook to accept the British decisions. The British Government decided that the existing electoral system should be discarded and replaced by a system of proportional representation. A general election will be called for 1964 in preparation for a further constitutional conference to settle any remaining constitutional issues and to fix a date for independence.

## Africa

During 1963, two British territories in Africa achieved independence within the Commonwealth, two independent African members of the Commonwealth altered their status, and the remaining British territories in Africa advanced toward self-government and independence.

At a conference held in London in February, the British Government and the two main political parties in Kenya agreed on a constitution as a

basis for general elections in the colony. The Kenya African National Union received a large majority in the elections held in May, and KANU's leader, Mr. Jomo Kenyatta, formed a Government. A further conference was held in London in September to discuss the new Government's proposals for constitutional revision. Kenya became independent within the Commonwealth on December 12. The other British territory in Africa to achieve independence in 1963 was Zanzibar. General elections were held in this colony in July and the coalition Government led by Sheik Mohammed Shamte Hamade continued in power. The British Government and Zanzibar's three political parties agreed on a constitution at a conference in London in September, and Zanzibar became an independent member of the Commonwealth on December 10.

The two African members of the Commonwealth which altered their status during the year were Uganda and Nigeria. On the first anniversary of its independence on October 9, Uganda became an "independent sovereign state" within the Commonwealth with His Highness Sir Frederick Mutesa II, the Kabaka of Buganda, as Head of State. On the third anniversary of its independence on October 1, Nigeria assumed republican status within the Commonwealth. The Governor General, Dr. Nnamdi Azikiwe, became the country's first President.

The British Government and the Governments of Northern Rhodesia, Southern Rhodesia and Nyasaland agreed to dissolve the Federation of Rhodesia and Nyasaland on December 31, 1963. Nyasaland became self-governing in March, with Dr. Hastings Banda as Prime Minister, and the British Government announced that it would become fully independent on July 6, 1964. Northern Rhodesia is to become self-governing following elections in January 1964. Although Southern Rhodesia requested independence at the same time as Nyasaland, this request was rejected by the British Government on the grounds that agreement was lacking on the modifications to the Southern Rhodesian constitution, particularly concerning the franchise which would ensure that, upon achieving independence, Southern Rhodesia would have a government broadly representative of its whole population.

While the Federation of Rhodesia and Nyasaland was being dissolved, steps were being taken toward the linking of Kenya, Uganda and Tanganyika in an East African political federation, which might also include Zanzibar. The Prime Ministers of Kenya and Uganda and the President of Tanganyika announced their intention in June to work toward this end. A working group was established to draw up a federal constitution. Original hopes of a formal agreement before the end of 1963 were not, however, realized.

The High Commission Territories of Basutoland, Bechuanaland and Swaziland continued to move toward self-government. In Basutoland, a Constitutional Commission recommended in October that a new constitution be drawn up, that elections be held in 1964 and that Basutoland be given its independence by 1965. The Resident British Commissioner in Bechuanaland has been holding talks with interested groups within the country with a view to revising the 1961 constitution in order to provide more internal self-government. A constitutional conference in London in January between representatives of the British Government and Swazi leaders led to the introduction of a new compromise constitution in Swaziland in May. It is expected that elections will be held under the new constitution early in 1964.



The Gambia achieved internal self-government on October 4 and the Governments of The Gambia and Senegal have indicated their desire to enter into some form of association when The Gambia achieves full independence. At the request of the two governments, and with the approval of the British Government, the Secretary-General of the United Nations has appointed a team of experts to examine the form which such an association might take.

### South Asia

While the concept of Malaysia encountered opposition from both Indonesia and the Philippines, the Presidents of these two countries agreed early in August, at a meeting with the Prime Minister of Malaya, that they would welcome the inauguration of Malaysia if the United Nations Secretary-General or his representative found that opinion in the Borneo territories favoured joining. On September 14, the Secretary-General of the United Nations reported that a commission which had visited Sarawak and North Borneo on his behalf had confirmed that opinion in both states favoured joining Malaysia. The inauguration of Malaysia (composed of Malaya, Singapore, Sarawak and North Borneo, which was renamed Sabah) took place on September 16, 1963.

Indonesia and the Philippines have not recognized Malaysia, however, and diplomatic relations between them and Malaysia were broken on September 17. Indonesia subsequently extended the break to economic relations with Malaysia. From the first, Canada supported the idea of Malaysia as the best means of ending the colonial status of Singapore and the Borneo territories. On September 14, the Prime Minister issued a statement welcoming the findings of the Secretary-General's commission and two days later broadcast to Malaysia wishing its people success. Canada was represented at the Malaysia celebrations in Kuala Lumpur by the Honourable René Tremblay, Minister without Portfolio.

Hostilities on the Sino-Indian border ended with the implementation of a *de facto* cease-fire, which was followed by the withdrawal by February 28, 1963, of Chinese troops to positions 20 kilometres behind the previous line of actual control. A proposed basis for negotiations for the settlement of the dispute was submitted on December 10, 1962, by a group of six non-aligned nations (Burma, Cambodia, Ceylon, Ghana, Indonesia and the United Arab Republic), which met at Colombo. These proposals required the establishment of a demilitarized zone in Ladakh, to be administered by civilian checkposts from both sides. For the North East Frontier Agency, the proposal was that both countries could station forces on their own side of the McMahon Line, with the exception of certain localities, the settlement for which could be the object of direct negotiation. India accepted these proposals *in toto* and insisted that China do the same unconditionally. China accepted them in principle as the basis for further negotiations, but with two reservations: it objected to Indian troops re-entering the vacated area south of the McMahon Line and to the establishment of Indian checkposts in certain areas.

Together with the United States and other Commonwealth countries, Canada provided various forms of military assistance to India immediately following the Chinese attack. Subsequently, a loan and grant agreement to finance India's purchase from Canada of 16 "Caribou" aircraft was

signed in May. Delivery of these aircraft began in the second half of the year.

A series of six talks between India and Pakistan on Kashmir began in December 1962. The discussions ended in May without resolving the differences between the two countries. Meanwhile, Pakistan reached agreement on several issues with China, including a border settlement, the negotiation of which had begun in 1960.

### Other Commonwealth Activities

The Commonwealth Parliamentary Association met in Kuala Lumpur from October 20 to November 11, and a large Canadian delegation, composed of members of the federal and provincial legislatures, attended. While this Association is in no way a formalized institution, it has provided, through its annual meetings in Commonwealth capitals, an opportunity for Commonwealth legislators to exchange views and become better acquainted with each others' problems.

## VIII

### LATIN AMERICA

The range and complexity of Canada's relations with the countries of Latin America and the inter-American system have increased appreciably in recent years. This has stemmed, partly at least, from the growing importance of the Latin American states, individually and collectively, in hemispheric and world affairs and the growing interest and involvement of many Canadians in developments in the area.

This was reflected, in 1963, in the attendance of Canadian observers at a number of inter-American meetings. Canada also continued to follow closely economic development, both as a member of the United Nations Economic Commission for Latin America (ECLA) and as a country maintaining diplomatic relations with all 20 states of Latin America.

#### Bilateral Relations

In 1963, four military *coups d'état* took place in Latin America—on March 30 in Guatemala, on July 11 in Ecuador, on September 25 in the Dominican Republic, and on October 3 in Honduras. On April 26, Canada extended recognition to the new government in Guatemala and, on August 2, to that in Ecuador. The new governments of the Dominican Republic and of Honduras were recognized by Canada on December 16 and December 24 respectively. Following general and presidential elections in Peru on June 9 and in Argentina on July 7, special diplomatic missions were appointed to represent Canada at the inauguration ceremonies of the new presidents. On February 10, the President of Paraguay was re-elected and Canada appointed a special diplomatic mission to attend his new inauguration in August.

During the year, Canada continued to have diplomatic and commercial relations with Cuba. The Canadian Government maintained its policy of prohibiting the export of arms and strategic materials to Cuba. It has also strictly enforced controls designed to prevent Canada from being used as a means to evade United States laws, and no permits were issued for the re-export to Cuba of goods of U.S. origin. Trade with Cuba in 1963 continued to be small, though there were fairly substantial wheat and flour shipments late in the year under a contract with the Soviet Union. Canadian exports to Cuba from January to November inclusive totalled \$11.1 million; Canadian imports from Cuba from January to September inclusive came to \$8.9 million.

#### Inter-American Conferences

During the year, Canada was represented at a number of inter-American meetings. Mr. H. E. Gray, M.P., and an official of the Department



of Labour attended as observers the Inter-American Conference of Ministers of Labour on the Alliance for Progress at Bogota, Colombia, in May. Also in May, a Canadian delegation attended the ninth Pan-American Highway Congress, in Washington, D.C. As a member of the Pan-American Institute of Geography and History, the Canadian Government was represented at meetings of the seventh Directing Council and the eighth special General Assembly of the Institute by an official of the Department of Mines and Technical Surveys at Mexico City in July and August. Dr. Stanley Haidasz, M.P., Parliamentary Secretary to the Minister of National Health and Welfare, and an official of that Department represented Canada as observers at a meeting of the Directing Council of the Pan-American Health Organization Regional Committee of the World Health Organization, held at Washington, D.C. in September. The Chief Commissioner of the Board of Transport Commissioners and an official of the Department of Trade and Commerce attended as observers the eleventh Pan-American Congress of Railways, held in Mexico City in October.

### Economic Issues

The United Nations Economic Commission for Latin America (ECLA), of which Canada became a member in 1961, held its tenth session at Mar del Plata, Argentina, in May 1963. Canada was represented by its Ambassador to Chile. At these sessions, which are held every two years in one of the Latin American capitals, the progress of the Commission's work and the general economic situation in Latin America are reviewed. At the tenth session, the proposed United Nations Conference on Trade and Development was also a major item of discussion.

An observer group headed by the Canadian Ambassador to Chile attended the second annual meeting at the ministerial level of the Inter-American Economic and Social Council (IA-ECOSOC), which was held in Sao Paulo, Brazil, from November 11 to 16, 1963. IA-ECOSOC, which is an organ of the Organization of American States, is concerned primarily with developments connected with the Alliance-for-Progress programme. Under this programme, the Latin American and the United States governments have undertaken to promote economic and social development and reform in Latin America. Canadian observer groups had previously attended the special ministerial meeting of IA-ECOSOC at Punta del Este, Uruguay, in August 1961, at which the Alliance-for-Progress programme was launched, and the first annual meeting of IA-ECOSOC at the ministerial level at Mexico City in October 1962. At the 1963 ministerial meeting, the reports of former Presidents Lleras Camargo of Colombia and Juscelino Kubitschek of Brazil on the "Procedure for Adapting the Inter-American System to the Dynamics of the Alliance for Progress" were a major item of discussion.

The Canadian Government has continued to follow closely the developments of the Latin American Free Trade Association, which aims to create a free-trade area among its signatories by about 1973. The nine countries signatories to the Montevideo Treaty establishing the LAFTA are Argentina, Brazil, Chile, Colombia, Ecuador, Mexico, Paraguay, Peru and Uruguay. These countries met in late 1963 in Montevideo to negotiate the third round of tariff concessions required by the Montevideo Treaty.

## IX

### ECONOMIC AFFAIRS

During 1963, the Government sought to develop and strengthen Canada's economic and trade relations with the rest of the world. Canada's export trade continued to grow in a climate of expanding world trade and accelerated economic growth, and its external trade and payments position was further improved. In March, it was found possible to remove the last of the temporary import surcharges which were introduced in June 1962. Nevertheless, the large and persistent imbalance in transactions with the United States remained a cause for concern.

Canada's economic and trade policies, which are a vital aspect of the country's external relations, are conducted within a framework of bilateral agreements and within a network of multilateral institutions (especially the General Agreement on Tariffs and Trade and the International Monetary Fund) established since the war to further co-operation among nations in trade and economic relations. During 1963, the Department played an active part in work within the Government on external economic and trade matters. Abroad, Canadian representatives kept the Government informed of economic and trade developments during the year, and represented Canadian interests in foreign capitals and at international meetings.

In Europe, the suspension of Britain's negotiations for entry into the European Economic Community in February brought renewed international interest in the preparations for broad multilateral tariff and trade negotiations under the General Agreement on Tariffs and Trade. The efforts of the Common Market to formulate a common agricultural policy were followed with interest abroad, in view of the important implications of their decisions for the trade interests of outside exporting countries such as Canada. Within the European Free Trade Area, Britain and the other member countries continued to implement their plans for the creation of a free-trade area.

The pattern of Canada's trade with the Communist countries was affected by new and substantial requirements for wheat by the Soviet Union, Communist China, and some of the Eastern European countries. An important long-term contract to supply wheat to Communist China was signed during the summer. In September, a \$500-million wheat contract with the Soviet Union was concluded in connection with the renewal of the Canada-U.S.S.R. trade agreement. Additional long-term wheat agreements were signed during the early autumn with Poland, Czechoslovakia and Bulgaria, and an inter-governmental trade agreement was concluded with Bulgaria.

The Government also strengthened relations with Canada's traditional trading partners. Canada's exports to the Commonwealth, particularly Britain, increased substantially. Meetings of the Commonwealth Economic Consultative Council in London in May and again in September provided opportunities for the exchange of views on trade and economic matters

with ministers of the Commonwealth countries. In October the Canada-U.K. Continuing Committee on Trade and Economic Affairs met in Ottawa, and senior officials of the two countries discussed a range of questions of mutual interest. A distinguished group of Japanese ministers came to Ottawa in September, for the second meeting of the Canada-Japan Ministerial Committee. Views were exchanged on problems of trade between the two countries, and on ways of increasing mutually advantageous trade. Canada's economic and trade relations with other trading partners were advanced during the year through consultation in Ottawa and abroad and through participation in a variety of international organizations and conferences. In Ottawa and abroad, the Department participated in efforts to develop new trade opportunities under Canada's export-credit insurance and long-term export financing programmes, and was active in furthering Canada's aid programmes and trade efforts in less-developed countries.

### Canada-United States

Developments in Canada's trade and economic relations with the United States were of special significance during the year. The discussions between the Prime Minister and the President of the United States in June at Hyannis Port, Massachusetts, included a number of economic and trade matters of interest to the two countries. In September, the United States-Canada Joint Committee on Trade and Economic Affairs met in Washington, and ministers of the two countries exchanged views on problems affecting trade relations between Canada and the United States, and on measures for encouraging rapid economic growth in the two countries. It is planned that this Ministerial Committee will meet again early in 1964.

During the summer and autumn, the Government introduced a number of measures aimed at expanding Canada's trade with its largest export market and bringing a better balance into the trade and payments position with the United States. The Department and the Embassy in Washington actively assisted the Government's efforts to further Canada's economic and trade relations with the United States with the fullest possible understanding of the interests and policies of the two countries.

Canada's exports to the United States in 1963 were higher than in 1962. With imports continuing at about 1963 levels, there was a significant improvement in Canada's trade balance. The Government followed with close attention various measures introduced by the United States Government to improve its balance-of-payments position. The Interest Equalization Tax Bill submitted to Congress toward the end of July was modified following representations by the Canadian Government, to permit an exemption for new Canadian securities from the proposed taxes on foreign securities purchased by United States citizens.

### Tariff and Trade Negotiations

The holding of a new round of tariff and trade negotiations under the General Agreement on Tariffs and Trade was decided upon at a meeting in Geneva in May of trade ministers from member countries of the GATT. This new round of negotiations, which is scheduled to open in Geneva in May 1964, is related to the new and substantial authority to



negotiate tariff reductions contained in the United States Trade Expansion Act of 1962.

In a departure from previous practice, an attempt is being made to have the new negotiations conducted on the basis of "linear", or across-the-board, tariff cuts, rather than item by item, as in the past. This concept was accepted by the trade ministers in May as the basis of negotiations for the highly-industrialized countries, subject to special arrangements where there are significant disparities in present tariff levels; special recognition was also given by the trade ministers to the position of countries (such as Canada) which, because of the structure of their trade, would be unable under this general negotiating formula to obtain benefits commensurate with concessions made.

A Trade Negotiations Committee, composed of representatives of all the participating countries, has been meeting in Geneva to elaborate rules for the tariff negotiating plan, to work out means to deal with special problems of agricultural trade and non-tariff barriers and to consider the participation in the negotiations of the less-developed countries. The Committee, in which Canada has been an active participant, has established subsidiary bodies to work on particular problems. These included a general Agricultural Committee to consider how best to provide, as part of the wider negotiation, acceptable conditions of access for agricultural products; and working groups have been created on cereals, meat and dairy products, to deal with the special problems of trade in these commodities.

The May meeting of trade ministers devoted considerable attention to the trade problems of developing countries and the means by which these countries might best be enabled to participate in the general tariff negotiations. Ministers adopted the joint "Programme of Action" put forward by a group of 21 less-developed countries, which is designed to secure better access for the exports of these countries, and established a special Action Committee to ensure that this programme was given the highest priority. The Canadian delegation pledged its full support to this programme, and Canada has continued to play an active role in the continuing discussion of the problem in Geneva.

In the course of the year, a further 14 countries acceded to the General Agreement, bringing the total membership to 58. Virtually all these new Contracting Parties are less-developed countries, which now make up a majority of GATT membership. Five countries—Argentina, Switzerland, Tunisia, the United Arab Republic and Yugoslavia—provisionally acceded during the year. Cambodia and Poland have participated in the work of the Contracting Parties under special arrangements.

Meanwhile preparations went forward during 1963 for the United Nations Conference on Trade and Development, which is scheduled to open in Geneva in early March 1964. Canada participated in meetings, in New York in January and in Geneva in May, of a 32-member Preparatory Committee. The Conference will concentrate on the trade and development problems of the less-developed countries. In November 1963, the Secretary-General of the Conference, Dr. Raoul Prebisch, visited Ottawa and had discussions with ministers and officials about plans for the Conference, and about the various proposals which had been put forward to the Preparatory Committee aimed at improving trading opportunities and increasing the export earnings of the developing countries.

## Organization for Economic Co-operation and Development

Canadian participation in the regular activities of the Organization for Economic Co-operation and Development (OECD) continued to expand during 1963. By means of the extensive committee structure of the OECD, covering a wide range of economic activities, officials and business, labour and university representatives are able to discuss questions of mutual interest with their counterparts from other member countries.

The annual meeting of the Ministerial Council of the OECD was held on November 19 and 20 in Paris; Canada was represented by the Secretary of State for External Affairs. One of the most important subjects considered at this meeting was development assistance, and particular attention was paid to the efforts of the Development Assistance Committee to improve the co-ordination of members' aid and to the importance of achieving qualitative as well as quantitative improvements in their assistance to less-developed nations. The ministerial meeting welcomed the expanded programme of development assistance which the Canadian Government had announced a few days earlier<sup>(1)</sup>. Ministers also discussed commercial relations with the less-developed countries and they agreed on the need for a positive approach by members to the United Nations Conference on Trade and Development in 1964. A special working group was established to continue consultation on this subject. The ministers also reviewed the economic results and prospects of member countries. They noted that recently there had been an increase in the rate of activity in many member countries and that in the OECD as a whole prospects for future growth were considerably improved over those at the time of the last ministerial meeting.

Other significant developments in 1963 included the invitation to Japan on July 26 to become the twenty-first member of the OECD and a Ministerial Meeting on Science in Paris on October 3 and 4. When Japanese ratification procedures are completed, probably in early 1964, the Organization's membership will have been expanded beyond the North American and European areas to which it has been confined thus far. The Ministerial Meeting on Science, at which Canada was represented by the Honourable C. M. Drury, was concerned principally with three topics: national science policy, international science co-operation and the relation between science and economic growth. Plans were made for a further Ministerial Meeting on Science in 1965.

## Communications and Transportation

The development of a world-wide communications system using earth satellites has continued to attract international attention, particularly as a result of further successful experiments carried out during the year. Canada has consistently supported the view that there should be only one satellite communications system, rather than competing systems, and that such a system should be developed on the basis of broad international co-operation. During the year, Canada followed closely various informal international discussions concerned with the establishment of a commercial system; this is likely to be the subject of formal international meetings in 1964. In October and November, a Canadian delegation took part in an

---

<sup>(1)</sup> See Chapter X.



International Telecommunication Union meeting in Geneva which allocated radio frequencies for space purposes.

The construction of the Commonwealth round-the-world cable reached another important stage during 1963. Following the opening of the first two links (Canada-Britain in 1961 and Australia-New Zealand in 1962), the Canada-Australia-New Zealand section was officially opened in December 1963 by the Queen, with the participation of the Prime Ministers of Canada, the United Kingdom, Australia and New Zealand. Planning continued for the extension of the Commonwealth cable from Australia to New Zealand to Southeast Asia.

Canada, as a member of the Council of the International Civil Aviation Organization, continued to take an active part in the work of the Organization, the headquarters of which are in Montreal. The Department also participated in a number of meetings on Canada-United States civil aviation problems during the year.

Canada took part in a number of international conferences and meetings on maritime problems, sponsored by the Inter-governmental Maritime Consultative Organization (IMCO), and on meteorological problems, sponsored by the World Meteorological Organization. The Third IMCO Assembly, consisting of representatives from all 57 countries, took place in London in October and the Fourth World Meteorological Congress, comprising representatives from 110 member countries, met in Geneva in April.

### Atomic Energy

Canada was again designated as a member of the Board of Governors of the International Atomic Energy Agency (IAEA). Recognized as one of the world's most advanced nations in the field of nuclear technology, Canada has been a member of the Board of Governors since the inception of the Agency.

In recent years, Canada has concluded bilateral agreements for co-operation in the peaceful uses of atomic energy with the United States, Germany, Australia, Switzerland, Japan, Pakistan, Sweden and Euratom. During the year, Canada continued discussions with Japan for the eventual transfer to the IAEA of the administration of safeguards provided for in its bilateral agreement with that country.

In December, two important atomic-energy agreements were concluded with India. One of these agreements provides for broad technical co-operation between the two countries in the development of heavy-water moderated reactor systems. The other agreement provides for co-operation in the construction of a nuclear power station of the CANDU type, with an electrical output of 200 megawatts, at Rana Pratap Sagar in the State of Rajasthan, India. Canada and India have agreed to exchange information regarding the operation of this station and its counterpart, the Douglas Point Nuclear Generating Station, now under construction in Canada. They have also agreed that the two stations shall be used only for peaceful purposes, and the agreement includes appropriate provisions to this end.



## X

### EXTERNAL AID

Created in November 1960, the External Aid Office continued in 1963 to be responsible, under the direction of the Secretary of State for External Affairs, for the operation of all Canadian bilateral-aid programmes. These include Canadian participation in the Colombo Plan, the Special Commonwealth Africa Aid Programme (SCAAP), the Programme of Educational Assistance for French-speaking Countries in Africa, the Commonwealth Caribbean Assistance Programme, the Commonwealth Technical Assistance Scheme, as well as *ad hoc* or emergency relief projects. In addition, the External Aid Office has assumed certain responsibilities with respect to the Commonwealth Scholarship and Fellowship Programme, which is not an aid operation but involves certain tasks similar to those connected with aid programmes.

During 1963, important Colombo Plan projects in which Canada participated and on which work continued were the construction of transmission lines and a hardboard-development project in Pakistan, the third stage of the Kundah Hydro-electric Project in India, electrification projects in Ceylon, and the Malayan East Coast Fisheries Project. Industrial commodities continued to be an important form of Canadian Colombo Plan aid in 1963, helping recipient countries to overcome foreign-exchange difficulties. Important new projects on which agreement was reached and initial work started in 1963 included, among others: an expansion of the Umtru Hydro-electric power plant and the provision of a cobalt-therapy unit in India; an expansion of the Sukkur thermal-electric power plant and a land-use study in Pakistan; the construction of facilities at the Kayunayake Airport in Ceylon; and a hydro-electric engineering study of the Upper Perak River in Malaya. Canada also had 31 secondary-school teachers and teacher trainers and seven university professors in Colombo Plan countries.

The Special Commonwealth Africa Aid Programme (SCAAP) is now in its third year. As its name implies, SCAAP is a Commonwealth scheme under which Canadian assistance is directed to the Commonwealth countries in Africa, principally those that are independent. When SCAAP began, the African states made clear that one of their most important needs lay in education. Accordingly, a large proportion of Canadian assistance has been in this field. In 1963, 119 Canadian teachers served in Africa, most of them at secondary schools. In addition, 14 Canadian university professors are assisting in African universities. By the end of the year, nearly 150 African students were in Canada receiving training. Canada has also agreed to undertake the construction of a trades-training centre in Ghana and a boys' secondary school in Sierra Leone. Canada will provide teachers for the trades centre and will carry out a teacher-training programme for African teachers who will work at the school.

In areas not directly related to formal education, Canada sent nearly 40 advisers to Africa in 1963 to assist in such fields as forestry and fisheries, health, insect control, geology, irrigation, co-operatives and television.

An extensive aerial-mapping project in Nigeria started in 1961 and continued into 1963. Under this project, Canada is carrying out aerial photography and producing topographical maps for 36,000 square miles. Work on a forest-inventory project in Kenya began in 1963. Projects completed during the year included the supply of various types of vehicles and equipment for Ghana, Kenya, Nigeria, Tanganyika, Uganda and Zanzibar.

The Programme of Educational Assistance for Independent French-speaking Countries in Africa also began in 1961. During 1963, 23 French-speaking teachers served in Africa under this programme. Canada also provided audio-visual equipment to six states—Cameroun, Central African Republic, Congo (Brazzaville), Dahomey, Morocco and Niger. In addition, Canada agreed to pay the salaries, transportation and related expenses of seven Canadian members of the staff of the National University of Rwanda at Butare.

The Commonwealth Scholarship and Fellowship Programme came into operation in the academic year 1960-61, when Canada received 101 scholars. In September 1963, 230 scholars were in Canada for the 1962-63 academic year. In the first year of the Programme, 17 Canadian students were awarded scholarships to study in other Commonwealth countries. In September 1963, 122 Canadian students were abroad under the programme.

Canadian assistance to the Commonwealth countries and territories of the Caribbean area continued during 1963 in the form of both projects and technical assistance. Projects under way during the year were the construction of a deep-water wharf in St. Vincent and a university residence hall in Trinidad, the building of schools and warehouses, the drilling and developing of fresh-water wells, and the supply of port handling equipment. A significant technical-assistance programme was also carried on by sending 20 Canadian teachers, as well as three technical advisers, to the Commonwealth Caribbean area, and by the training of students from the area in Canada.

The Commonwealth Technical Assistance Scheme is limited to Commonwealth countries not receiving assistance under any of Canada's other bilateral programmes. Hong Kong is currently receiving assistance under this programme.

Canada provided emergency relief during 1963 following a cyclone in East Pakistan, an earthquake in Yugoslavia, a polio outbreak in Barbados, forest fires in Brazil and a severe hurricane in the Caribbean.

The vital importance of people tends to be disguised in a brief outline of Canada's endeavours to assist developing nations. However, some indication of the key role they play may be illustrated by co-ordination between training in Canada and the economic-development projects Canada carries out abroad. During this year, over 700 overseas personnel were selected and brought to Canada for specialized training in conjunction with various overseas development projects.

It should also be noted that Canadian universities continued to play an important role, not only in receiving foreign students in Canada but also by assisting universities abroad. The University of British Columbia is continuing an arrangement made under External Aid to develop a

School of Business Administration and Accounting at the Universities of Malaya and Singapore. Arrangements have been made for the University of Toronto to assist Mangalore in engineering and the Lagos Medical school in developing a Department of Anaesthesia. Canadian university faculties are also assisting in the universities at Accra, Ibadan, Kharagpur, Nairobi, Ruanda, Tanganyika and Thailand; at present 23 faculty members are engaged in this activity abroad.

On November 14, in the House of Commons, the Secretary of State for External Affairs announced the Government's intention to ask Parliament to make available an additional \$70 million during the fiscal year 1964-65 for assistance to developing countries. The main proposed area of expansion would be in special Canadian lending for development purposes involving such features as long-maturity periods, liberal grace periods and little or no interest, with an initial ceiling for commitments during 1964-65 of \$50 million.

Other increases would be achieved through separate provisions for a food-aid programme in 1964-65 and for Canada's contribution to the Indus Basin Development Fund, which are now included in Canada's bilateral grant-aid programmes. The grant-aid programmes would be continued in 1964-65 at their present level of about \$50 million, thereby making a significant increase available for grant-aid purposes.



## **XI**

### **PRESS, INFORMATION AND CULTURAL RELATIONS**

The press and information work of the Department has two objectives: first, to make known and explain Canada's external policies and attitudes at home and abroad; second, to provide information of a general character designed to make Canada better known and understood abroad. Cultural exchanges can serve these objectives through the prestige that can be acquired from the projection abroad of the country's achievements in the academic, scientific and artistic fields, and through Canada's enrichment in these fields by exchanges with other countries.

Much of the Department's information and cultural-relations work is in co-ordinating and complementing the work of other departments and agencies of government and of non-governmental organizations.

#### **Press Relations**

There has been a steady increase in the volume of enquiries from and briefings for the press and other news media in Canada, primarily through members of the Parliamentary Press Gallery and other correspondents stationed in Ottawa. These were additional to the regular flow of Departmental press releases and texts of ministerial statements and other current or background material. There was also an increased flow of information and background material for posts abroad. A daily budget of Canadian news and current policy statements were provided to all Canadian missions for use in their relations with local news media and for other special purposes. Advice and assistance was also given to Canadian journalists and broadcasters planning tours abroad, by enlisting the services of Canadian missions in the countries to be visited.

Public-information arrangements, including press conferences, were made for international conferences held in Ottawa and on the occasion of visits to Ottawa of distinguished personages from abroad.

#### **Information Services**

##### **1. Visits of Foreign Journalists and Students**

Assistance was given by the Department to the increasing number of Commonwealth and foreign journalists and broadcasters who visited Canada during the past year. The Department also drew up programmes for visits to Ottawa of student groups from universities, colleges, and technical institutes in the United States. Special programmes were also arranged for Japanese and Nigerian women leaders visiting Canada.

## 2. Relations with CBC

The Order-in-Council establishing the International Service of the Canadian Broadcasting Corporation states that its activities shall be carried on "in consultation with" the Department of External Affairs. To this end, the Department continued to maintain close liaison with the International Service, which broadcasts regularly to other countries in eight languages, providing guidance and background information to assist in the interpretation of international developments.

In a number of areas abroad, notably in those countries of Latin America, Africa and Asia where the CBC has no direct relations with broadcasting networks or stations, Canadian diplomatic missions co-operated in placing Canadian musical recordings and spoken-word transcriptions for broadcast. The television programme "Canada Magazine", ten editions of which have been issued so far, has also been successfully placed aboard.

## 3. Films

National Film Board and other Canadian documentary films continue to be one of the most effective information activities undertaken by Canadian missions abroad. Film showings, originating from some 79 Canadian diplomatic-post libraries, numbered approximately 159,500, their estimated audiences totalling 21,367,000. This represents steady growth over previous years. The Canadian missions in Accra, Athens, Caracas, Dublin, New Orleans, New York, Port-of-Spain, Rio de Janeiro, Rome and Stockholm held gala film evenings. A number of posts arranged the entry of Canadian films in international festivals. Canadian representatives also helped the Film Board in obtaining foreign television outlets for documentary films. Assistance was given to NFB teams proceeding abroad, among others those filming the Pan-American Games in São Paulo and the "Comparisons" series in Nigeria and South America. The Department collaborated with the National Film Board and the Department of Trade and Commerce in the negotiation and conclusion of a Film Co-Production Agreement with France. This agreement, signed in Montreal on October 11, 1963, is expected to stimulate the production of feature films in Canada and aid in their distribution abroad.

## 4. Publications and Photographs

In addition to its periodic publications, the *Canadian Weekly Bulletin*, the monthly *External Affairs*, the *Annual Report*, *Canada and the United Nations*, and such formal publications as treaties, state papers and diplomatic lists, the Department is responsible for a number of general information publications designed to make Canada better known and understood abroad. These include *Canada Pictorial*, for mass distribution at exhibitions and trade fairs, produced in nine languages, *Facts on Canada*, an instructional booklet aimed at secondary schools, produced in eleven languages, and *Canada from Sea to Sea*, a more comprehensive booklet for selective distribution, produced in eight languages.

In 1963, new editions of *Canada Pictorial* were published in English, French, Spanish, German and Polish. A new printing of *Facts on Canada* was made in English and French. Excluding the large volume of mimeo-

graphed material, 90 posts were provided with nearly 2,000,000 printed folders, pamphlets, and booklets published by the Department for distribution throughout the world. The Department also distributed nearly 12,000 photographs during the year, as well as transparencies and display photographs. Copies of a new National Film Board catalogue were obtained for posts abroad, which will facilitate their ordering of photographs in the future.<sup>(1)</sup>

### **5. Trade Fairs**

The Department sponsored and, in co-operation with the Canadian Government Exhibition Commission, helped organize Canadian participation in the Berlin Industries Fair (October 12 to 27) and the Poznan Trade Fair (June 9 to 23).

The Department co-operated with the Department of Trade and Commerce at the following trade fairs at which there were Canadian information booths: Hanover Industries Fair (April 29 to May 8); Paris Trade Fair (May 23 to June 3); Barcelona Samples Fair (June 1 to 20); Lisbon International Trade Fair (June 9 to 23); Sydney Trade Fair (July 26 to August 10); Strasbourg Trade Fair (September 7 to 22); Marseilles Trade Fair (September 19 to 30).

### **6. Travelling Exhibits**

A travelling exhibit entitled "Canada Visits Latin America", created for the Department by the Canadian Government Exhibition Commission in 1962, continued its successful tour during the year. It is an illustrated documentation of various aspects of Canadian life, including history, geography, climate, natural resources, population, communications, education, science and research, trade, sports and recreation, and the visual and performing arts. The exhibit opened in October 1962 in Argentina, where it remained until March 31, 1963. It has since visited Uruguay, Chile, Peru and Ecuador. It will go on to Colombia and Venezuela in 1964 and to Brazil in 1965.

Two similar exhibits are in the planning stage. One of them is intended to tour African, the other Asian countries.

### **7. International Athletic Events**

The Department was involved in the increasing participation of Canada in international athletics in 1963, notably the Pan-American Games at São Paulo, Brazil, and is represented in interdepartmental discussions relating to the Calgary bid for the 1968 Olympic Winter Games.

### **8. External Policy Information**

As part of its responsibilities for co-ordinating Canadian information programmes abroad, the Department provides Canadian missions with public-information material on Canadian external relations. Within Canada, it provides such material in answer to enquiries from the public. Finally, it co-operates as required with the information services of the various international organizations to which Canada belongs.

---

<sup>(1)</sup> See also Appendix F.



The Department's own work in this field is accomplished largely through publications. Examples in 1963 were the *Annual Report* of the Department for 1962 and *Canada and the United Nations* (1962), an account of Canada's participation in the United Nations and Specialized Agencies. In addition, a monthly bulletin, *External Affairs*, was published, providing reference material on Canada's external relations and accounts of the work and activities of the Department. This was supplemented by publication of significant ministerial statements and speeches on external policy, and reference papers providing background information on various aspects of Canadian affairs, including external relations<sup>(1)</sup>.

The Department has co-operated with the various universal and regional international organizations of which Canada is a member by distributing their information material. As a general rule, universal organizations such as the United Nations carry on independent information programmes in member countries, while regional international organizations require more direct co-operation from national information services. The Department also provided liaison with, and assistance to, the various Parliamentary and private non-governmental organizations specifically interested in Canada's external relations. These included the NATO Parliamentarians' Association, the Inter-Parliamentary Union, the United Nations Association, the Canadian Institute of International Affairs, and the Canadian Atlantic Co-ordinating Committee.

## Cultural Relations

### 1. UNESCO Affairs

One of the important responsibilities of the Department concerns relations with the United Nations Educational, Scientific and Cultural Organization (UNESCO). With the co-operation of the Canadian National Commission for UNESCO (on which the Department has ex-officio representation) and various agencies of government, Canada participated actively in UNESCO affairs during 1963 by providing information for clearing-house and documentation services and by attendance at UNESCO-sponsored seminars and specialist meetings. In May, a Festival and Seminar on Films on Art was held in Ottawa under the sponsorship of the Canadian National Commission and with the co-operation of the National Film Board, the National Gallery, the National Museum, the Canadian Broadcasting Corporation and a number of voluntary organizations. The Director-General of UNESCO, Mr. René Maheu, paid two visits to Canada, one in March for the Third National Conference of the National Commission, and another in May to attend a meeting in Ottawa of the International Advisory Committee on Research in the Natural Sciences Programmes of UNESCO.

### 2. Education Liaison<sup>(2)</sup>

During the year the Department has been preparing for the Third Commonwealth Education Conference, to be held in Ottawa in August 1964. A Canadian Planning Committee, broadly representative of the provincial education authorities, the university community, professional and other organizations concerned with the programme, was established

---

<sup>(1)</sup> See Appendix F.

<sup>(2)</sup> See also Chapter X.

in January. General responsibility for the Conference agenda rests with the Commonwealth Education Liaison Committee (CELC) in London, while the Department is co-ordinating the preparation of Canadian papers for the Conference.

With the co-operation of the various educational organizations concerned, arrangements were made for Canadian participation in the Commonwealth Conference on the Teaching of Science in Schools, which met at Peradeniya, Ceylon, in December.

Much attention was also given during the year to developing a programme of academic and cultural exchanges with countries of French expression.

### **3. The Arts**

The heightened interest, at home and abroad, in cultural affairs was reflected in the increased work of the Department in this field. The co-operation of Canadian diplomatic missions was made available to the National Gallery, either to bring foreign exhibitions to Canada or to present exhibitions of Canadian art abroad. Among the latter were the VII Biennial of Art at São Paulo, in September, the V Biennial of Canadian Art, which opened in London in June, and the first biennial exhibition of American etchings in Santiago, Chile, at which the Canadian collection received the "Grand Award of Honour". One collection of Canadian paintings toured East and South Africa. A "Canada Week" was held at Moulins, France, in February, a variety of cultural exhibits being provided by the Embassy in Paris. Film screenings, a seminar and a series of articles on Canada in the regional press rounded out the programme. An exhibition of the works of five Canadian painters was organized in Paris jointly by the Embassy and Quebec House and opened in December by the Secretary of State for External Affairs and the Minister of Cultural Affairs of Quebec.

In co-operation with the National Museum, exhibitions of Eskimo art were held in Israel, Australia, Ghana, Nigeria and Cameroun. The success of the African exhibition was enhanced by the presence in Ghana and Nigeria of Miss Mary Panegoosho, an Eskimo staff member of the Department of Northern Affairs and National Resources.

Assistance was given to Canadian artists to participate in the Tenth Congress of the Fédération Internationale des Editeurs de Médailles in The Hague, an exhibition of contemporary religious medals in Rome, and in the Kiln Club exhibition in Washington. Canadian artists, who have been touring abroad in increasing numbers, have had the advice and assistance of Canada's diplomatic missions, and cultural groups at home have been regularly informed of international events which might be of interest.

### **4. Book Presentations**

Major donations of Canadian books were made to Uppsala University in Sweden and to the University of Tehran in Iran. The list of foreign libraries chosen to receive Canadian Government publications now includes 145 institutions in 52 countries. Independence gifts from Canada

to a number of new African countries took the form of book collections. Recipients include Cameroun, the Central African Republic, Chad, the Congo (Brazzaville), the Congo (Leopoldville), Dahomey, Gabon, Guinea, Ivory Coast, the Malagasy Republic, Mali, Mauritania, Niger, Nigeria, Senegal, Sierra Leone, Tanganyika, Togo and Upper Volta.



## XII

### CONSULAR AND PASSPORT SERVICES

#### Consular

The Department of External Affairs provides consular services to Canadian citizens abroad and to citizens of other countries with interests in Canada. These services are provided by the Department in Ottawa, by Canadian diplomatic missions and consular posts abroad, by Canadian trade-commissioners' offices and by British posts in countries in which there is no Canadian government representation.<sup>(1)</sup>

Consular services include: issuance and renewal of passports and certificates of identity; granting of diplomatic and courtesy visas; issuing of immigrant and non-immigrant visas at posts where Canadian immigration offices are not located; advice and assistance on citizenship and immigration matters; registration of births abroad of Canadian children; granting of extensions of Canadian citizenship; registration of Canadian citizens abroad; relief and repatriation of Canadians who are temporarily distressed or disabled, including the extension of financial assistance on a recoverable basis; protecting of Canadian interests in matters of estates; assistance to Canadian shipping and seamen; performance of notarial acts, including the authentication of legal and other documents; assistance in finding missing persons; and, generally, the safeguarding of the rights and interests of Canada and Canadian citizens abroad.

During 1963, Canada unilaterally waived the visa requirement for visitors from countries with which it had visa agreements or arrangements under which Canadians were permitted entry to these countries without visas, thereby making the entry requirements fully reciprocal. The countries concerned are Austria, Belgium, Denmark, Finland, the Federal Republic of Germany, Italy, Liechtenstein, Luxembourg, the Netherlands, Norway, Portugal, Spain, Sweden, Switzerland and Turkey. A similar waiver was extended to France some years ago. Under reciprocal agreements, Canadians are admissible to Iceland without visas and receive visas, free of charge, for admission to Japan, Israel and Iran. By agreement, Canadians are admissible to Monaco and San Marino without visas and receive visas for Venezuela at half the normal fee. Besides Commonwealth countries, Canadians may visit certain others—for example, the United States, Ireland and South Africa—without visas or entry permits.

#### Passport

The demand for passport services continued to rise during 1963. During the year, the Passport Office issued 164,445 passports, 26,964 were renewed, and revenue amounted to \$879,929.85

---

<sup>(1)</sup> A list of Canadian diplomatic and consular posts is given in Appendix A.

Over the past decade, the volume of passport work has increased by approximately 130 per cent. This growth is reflected in the following table for the five-year period from 1958 to 1962 inclusive:

<i>Year</i>	<i>Passports Issued</i>	<i>Passports Renewed</i>	<i>Certificates of Identity Issued</i>	<i>Certificates of Identity Renewed</i>	<i>Total Revenue</i>
1958 .....	100,594	15,446	3,276	801	\$549,069.16
1959 .....	115,272	16,102	5,353	1,449	622,658.02
1960 .....	134,637	18,411	6,004	2,184	730,605.31
1961 .....	139,218	19,988	4,237	3,209	759,323.08
1962 .....	155,363	23,636	2,807	2,728	826,940.07

During 1962, Passport Office procedures were reorganized to increase efficiency and output. The installation in 1963 of new passport-writing and other office equipment involved the introduction of a flexible-cover passport and modification of the passport application form.

## XIII

### ORGANIZATION AND ADMINISTRATION

#### Organization

In the past decade, the number of countries with which Canada maintains diplomatic relations has increased from 41 to 84. During this period, the number of Canadian diplomatic and consular posts abroad has risen from 53 to 77. Of these, 44 are embassies, 12 are high commissioners' offices, six are permanent missions to international organizations and 15 are consulates or consulates general. In addition, Canada maintains a military mission in Berlin, which also performs consular functions, and three delegations on the International Supervisory Commissions in Cambodia, Laos and Vietnam.

The growth of Canada's representation implies but does not, of course, tell the whole story of the enormous increase in the depth, breadth and complexity of Canada's involvement in international affairs. This has created a major test of the flexibility of the departmental organization, as well as of the personnel and financial resources available to discharge its enlarged responsibilities. In organizational terms, the challenge has been met by the division and reallocation of responsibilities for substantive and administrative work among existing and new units of the Department as new areas of concern and the need to perform additional functions have appeared. In this way, the organization of the departmental headquarters has remained basically unchanged, while new units have been created, capable of responding, as quickly as personnel resources permit, to changing needs.

In April 1963, Report 21 of the Royal Commission on Government Organization was released. This report was the result of studies made of the organization, administration and operations of the Department in Ottawa and abroad in 1961; it dealt with the problems of maintaining an effective foreign service and contained a number of imaginative and useful recommendations. Some of the steps recommended in this and other reports had, in fact, been taken before the report was published; others have been taken since; still others have far-reaching implications both for this Department and other departments and agencies of government, which required detailed examination and consultation. This process, begun immediately after publication of the report, continued throughout the rest of the year and will go on in concert with departments and agencies concerned and, in particular, the Bureau of Government Organization.

The organization of the Department as of December 31, 1963, is shown in chart form as Appendix G. This chart reflects the advice of the Royal Commission with respect to the placing of the Information Division and the Press and Liaison Division (formerly Liaison Services Section) under the supervision of the same senior official of the Depart-



ment. In certain other respects it reflects the influence of international affairs on the structure of the Department—an influence which compels the maintenance of flexibility in the organization.

### Administration

Administration in the Department of External Affairs falls into four main categories: personnel, financial, properties and supplies and paper-work. Of these, by far the most important is personnel administration, for it is the quantity, quality and efficiency of its personnel that determine whether the Department can effectively discharge its responsibilities for the conduct of Canada's external relations. At the same time, it is of the utmost importance that proper financial control be maintained, that personnel are provided with the equipment and surroundings they need to work effectively, and that paper-work procedures and records management be subjected to periodic scrutiny to ensure that they are contributing to, rather than impeding, the efficient operation of the Department.

In seeking to achieve these objectives the Department has inevitably had to establish priorities for application of the personnel and financial resources available to it. Thus, for example, the appointment of additional staff to enable the Department to perform its role in the co-ordination of information services abroad has had to take precedence over the staffing of the Inspection Service to a level sufficient to permit that unit to undertake surveys of the Departmental headquarters in addition to regular surveys of missions abroad.

To man the Departmental headquarters and 81 posts abroad, the Department had on December 31, 1963, a total personnel strength of 2,149. This represented an increase over the personnel strength at the end of 1953 of 635. While, in percentage terms, this increase roughly paralleled the growth in the number of Canadian diplomatic and consular posts abroad, it fell well short of the increase in the number of countries with which Canada has established diplomatic relations and with which diplomatic intercourse is maintained by means of dual or multiple accreditation of Canadian ambassadors and otherwise.

As part of the continuous process of making the foreign service of the Department better able to perform its functions, a number of steps were taken during 1963. Strenuous efforts were made to attract qualified persons for employment in the foreign service and, having recruited them, to provide the necessary training to equip them quickly for service abroad. A revised and broadened training programme for foreign service officers, which was conceived towards the end of 1962, was in full operation during 1963. This included advanced training in the French language for certain foreign service officers at Laval University. Steps also were taken to improve existing departmental machinery to promote and facilitate the use of either the English or the French language in departmental correspondence at the option of the author. In addition, a training unit was established in the Personnel Division to provide training for administrative staff proceeding abroad. The purpose of this training is to equip staff, particularly at smaller posts, to perform a wide variety of duties with most of which they normally do not come in contact in Ottawa.

Forward planning to meet the needs of the foreign service over the next 10 or 15 years was initiated during the year. Studies were launched

of the existing and future needs of the Department for specialist staff, and the relation of these needs to the well-established requirement that a foreign service be rotational in nature. In this connection, the Department benefited greatly from observations in the reports of the Royal Commission on Government Organization, which helped clarify and place in perspective the variety of considerations that must be taken into account in formulating personnel policies.

Financial control, while continuing to rest mainly with the Comptroller of the Treasury and the Treasury Board, was exercised increasingly by the Department during the year. In close consultation with the staff of the Treasury Board, a number of areas of financial authority were delegated to the Department. Appropriate reporting techniques are being put into effect to ensure that proper control is maintained, while relieving both the Treasury Board and the Department of wasteful administrative procedures involved in obtaining authority in each case for many relatively small expenditures.

In order to provide Canadian missions and their staffs abroad with appropriate accommodation and to avoid the consequences of rapidly rising rental costs in some countries, the Department continued during 1963 with a phased programme of purchase and construction of office and living accommodation abroad. During the year, it was engaged with the Department of Public Works in 16 projects concerned with the planning, construction or alteration of chanceries, official residences or staff quarters. In addition, the Department was engaged in 47 furnishing schemes for accommodation either owned by the Canadian Government or held by the Government on long leases.

Progress in the field of paper-work and records management was most noticeable during the year in the registry field. A thorough reorganization of the departmental registry and reclassification of all files was started in August 1962. This undertaking was completed on December 1, 1963. During the year, the departmental records-retirement programme in Ottawa and abroad continued with the destruction of an estimated 1235 linear feet of files.

## APPENDIX A

### I. CANADIAN DIPLOMATIC REPRESENTATION ABROAD<sup>(1)</sup>

#### 1. Embassies

<i>Country</i>	<i>City</i>
Argentina	Buenos Aires
Austria	Vienna
Belgium	Brussels
*Bolivia (Peru)	
Brazil	Rio de Janeiro
*Burma (Malaysia)	
Cameroun	Yaoundé
*Central African Republic (Cameroun)	
*Chad (Cameroun)	
Chile	Santiago
Colombia	Bogotá
*Congo Brazzaville (Cameroun)	
Congo Leopoldville	Leopoldville
Costa Rica	San José
Cuba	Havana
Czechoslovakia	Prague
*Dahomey (Nigeria)	
Denmark	Copenhagen
Dominican Republic	Santo Domingo
Ecuador	Quito
*El Salvador (Costa Rica)	
Finland	Helsinki
France	Paris
*Gabon (Cameroun)	
Germany	Bonn
Greece	Athens
Guatemala	Guatemala City
*Guinea (Ghana)	
Haiti	Port-au-Prince
*Honduras (Costa Rica)	
*Iceland (Norway)	
Indonesia	Djakarta
Iran	Tehran
*Iraq (Lebanon)	
Ireland	Dublin
Israel	Tel Aviv
Italy	Rome
*Ivory Coast (Ghana)	
Japan	Tokyo
Lebanon	Beirut
*Luxembourg (Belgium)	

<sup>(1)</sup> No resident diplomatic missions are maintained in countries marked with an asterisk. The country named in brackets after these names is the country in which resides the Canadian representative accredited to the country listed.



<i>Country</i>	<i>City</i>
Mexico	Mexico
*Morocco (Spain)	
Netherlands	The Hague
*Nicaragua (Costa Rica)	
*Niger (Nigeria)	
Norway	Oslo
*Panama (Costa Rica)	
*Paraguay (Argentina)	
Peru	Lima
Poland	Warsaw
Portugal	Lisbon
*Senegal (Nigeria)	
South Africa	Pretoria
Spain	Madrid
*Sudan (United Arab Republic)	
Sweden	Stockholm
Switzerland	Berne
*Thailand (Malaysia)	
*Togo (Ghana)	
*Tunisia (Switzerland)	
Turkey	Ankara
Union of Soviet Socialist Republics	Moscow
United Arab Republic	Cairo
United States of America	Washington
*Upper Volta (Ghana)	
Uruguay	Montevideo
Venezuela	Caracas
Yugoslavia	Belgrade

## 2. Offices of High Commissioners

<i>Country</i>	<i>City</i>
Australia	Canberra
Britain	London
Ceylon	Colombo
*Cyprus (Israel)	
Ghana	Accra
India	New Delhi
Jamaica	Kingston
Malaysia	Kuala Lumpur
New Zealand	Wellington
Nigeria	Lagos
Pakistan	Karachi
*Sierra Leone (Nigeria)	
Tanganyika	Dar-es-Salaam
Trinidad and Tobago	Port-of-Spain
*Uganda (Tanganyika)	

\* No resident diplomatic missions are maintained in countries marked with an asterisk. The country named in brackets after these names is the country in which resides the Canadian representative accredited to the country listed.

### 3. Permanent Missions to International Organizations

<i>Organization</i>	<i>City</i>
North Atlantic Council	Paris
Organization for European Co-operation and Development	Paris
United Nations	New York
United Nations (European Office)	Geneva
European Economic Community	Brussels
European Atomic Energy Community	Brussels
European Coal and Steel Community	Brussels
United Nations Educational, Scientific and Cultural Organization	Paris

## II. CONSULAR OFFICES

### 1. Consulates General

<i>Country</i>	<i>City</i>
Germany	Hamburg
Iceland	*Reykjavik
Italy	Milan
Philippines	Manila
United States of America	Boston
	Chicago
	Los Angeles
	New Orleans
	New York
	San Francisco
	Seattle

### 2. Consulates

<i>Country</i>	<i>City</i>
Brazil	Sao Paulo
Germany	Duesseldorf
United States	Detroit
	Philadelphia

## III. MILITARY MISSION

Berlin

## IV. INTERNATIONAL SUPERVISORY COMMISSIONS

<i>Country</i>	<i>City</i>
Cambodia	Phnom Penh
Laos	Vientiane
Vietnam	Saigon

---

\* In charge of honorary officer.

## APPENDIX B

### DIPLOMATIC AND CONSULAR REPRESENTATION OF OTHER COUNTRIES IN CANADA<sup>1</sup>

#### 1. Diplomatic Missions<sup>2</sup>

<i>Country</i> <sup>3</sup>	<i>Nature of Post</i>
*Argentina	Embassy
Australia	High Commissioner's Office
*Austria	Embassy
*Belgium	Embassy
*Brazil	Embassy
Britain	High Commissioner's Office
Burma	Embassy
Cameroun	Embassy
Ceylon	High Commissioner's Office
*Chile	Embassy
*China	Embassy
*Colombia	Embassy
*Costa Rica	Embassy
*Cuba	Embassy
*Czechoslovakia	Embassy
*Denmark	Embassy
*Dominican Republic	Embassy
*Ecuador	Embassy
*Finland	Embassy
*France	Embassy
Gabon	Embassy
*Germany	High Commissioner's Office
Ghana	Embassy
*Greece	Embassy
Guinea	Embassy
*Guatemala	Embassy
Haiti	Embassy
*Iceland	Embassy
India	High Commissioner's Office
*Indonesia	Embassy
Iran	Embassy
Iraq	Embassy
Ireland	Embassy
*Israel	Embassy
*Italy	Embassy
Jamaica	High Commissioner's Office

<sup>1</sup> For further particulars, see the publications of the Department entitled "Canadian Representatives Abroad and Representatives of Other Countries in Canada" (thrice yearly) and "Diplomatic Corps" (thrice yearly).

<sup>2</sup> The Ambassadors of Cameroun, Costa Rica, Gabon, Guatemala, Guinea, Iceland, Iraq, Korea, Luxembourg, Mali, Morocco, Niger, Panama, Thailand and Tunisia are also accredited to the United States of America, where they are ordinarily resident.

<sup>3</sup> The countries marked with an asterisk have consulates in Canada. The Embassy of Poland has charge of the interests of Hungary; the Embassy of Switzerland, of those of Liechtenstein.



<i>Country<sup>3</sup></i>	<i>Nature of Post</i>
*Japan	Embassy
Korea	Embassy
*Lebanon	Embassy
*Luxembourg	Embassy
Mali	Embassy
*Mexico	Embassy
Morocco	Embassy
*Netherlands	Embassy
New Zealand	High Commissioner's Office
Niger	Embassy
Norway	Embassy
Pakistan	High Commissioner's Office
*Panama	Embassy
*Peru	Embassy
*Poland	Embassy
*Portugal	Embassy
South Africa	Embassy
*Spain	Embassy
*Sweden	Embassy
*Switzerland	Embassy
*Thailand	Embassy
Trinidad and Tobago	High Commissioner's Office
Tunisia	Embassy
*Turkey	Embassy
Union of Soviet Socialist Republics	Embassy
United Arab Republic	Embassy
*United States of America	Embassy
*Uruguay	Embassy
*Venezuela	Embassy
*Yugoslavia	Embassy

## 2. Countries having Consulates but no Diplomatic Missions

Bolivia	Monaco
El Salvador	Nicaragua
Honduras	Philippines
Liberia	

<sup>3</sup> The countries marked with an asterisk have consulates in Canada. The Embassy of Poland has charge of the interests of Hungary; the Embassy of Switzerland, of those of Liechtenstein.

## APPENDIX C

### INTERNATIONAL ASSOCIATIONS AND ORGANIZATIONS OF WHICH CANADA IS A MEMBER<sup>1</sup>

#### COMMONWEALTH

Commonwealth Advisory Aeronautical Research Council  
Commonwealth Advisory Committee on Defence Science  
Commonwealth Agricultural Bureau Executive Council  
Commonwealth Air Transport Council  
Commonwealth Area Communications Scheme for Merchant and  
Naval Shipping  
Commonwealth Economic Consultative Council  
Commonwealth Education Liaison Committee  
Commonwealth Forestry Conference  
Commonwealth Liaison Committee  
Commonwealth Science Defence Organization  
Commonwealth Scientific Conference  
Commonwealth Telecommunications Board  
Commonwealth War Graves Commission  
South Pacific Air Transport Council  
United Kingdom-Canada Continuing Committee on Trade and  
Economic Affairs

#### NORTH ATLANTIC TREATY ORGANIZATION

#### UNITED NATIONS

##### United Nations Subsidiary and Ad Hoc Bodies

Advisory Committee on the Congo  
Advisory Committee on the United Nations Emergency Force  
Advisory Committee for the United Nations Memorial Cemetery in  
Korea  
Committee on the Peaceful Uses of Outer Space  
Executive Committee of the United Nations High Commissioner for  
Refugees  
Inter-governmental Committee on the World Food Programme  
International Law Commission<sup>2</sup>  
Preparatory Committee for International Co-operation Year  
Preparatory Committee for United Nations Conference on Trade and  
Development  
United Nations Scientific Committee on the Effects of Atomic Radiation  
Working Group of Twenty-One on Financing of Peace-keeping  
Operations  
Scientific Advisory Committee

---

<sup>1</sup> Inter-governmental bodies only are included.

<sup>2</sup> Mr. Marcel Cadieux, of the Department of External Affairs, was elected for a five-year term, 1962-66.

**Specialized Agencies<sup>3</sup>**

Food and Agriculture Organization  
 Inter-governmental Maritime Consultative Organization  
 International Atomic Energy Agency<sup>4</sup>  
 International Bank for Reconstruction and Development  
 International Civil Aviation Organization  
 International Development Association  
 International Finance Corporation  
 International Labour Organization  
 International Monetary Fund  
 International Telecommunication Union  
 United Nations Educational, Scientific and Cultural Organization  
 Universal Postal Union  
 World Health Organization  
 World Meteorological Organization

**Functional Commissions of the Economic and Social Council**

Commission on Human Rights  
 Commission on Narcotic Drugs  
 Social Commission  
 Statistical Commission

**Standing Committees of the Economic and Social Council**

Committee on Housing, Building and Planning

**Special Bodies of the Economic and Social Council**

Governing Council of the Special Fund

**Regional Economic Commissions of the Economic and Social Council**

Economic Commission for Latin America

**Other Commissions**

Inter-governmental Oceanographic Commission

**UNITED STATES-CANADA**

Canada-United States Committee on Joint Defence (Ministerial)  
 Canada-United States Joint Committee on Trade and Economic Affairs  
 (Ministerial)  
 Great Lakes Fishery Commission  
 International Boundary Commission  
 International Joint Commission  
 International Pacific Halibut Commission  
 International Pacific Salmon Fisheries Commission  
 Permanent Joint Board on Defence

---

<sup>3</sup> Canada was a member during 1963 of the executive boards of all these Agencies with the exception of UNESCO.

<sup>4</sup> The International Atomic Energy Agency is not technically a Specialized Agency but an autonomous inter-governmental agency under the aegis of the United Nations.

**INTER-AMERICAN**

Inter-American Radio Office  
 Inter-American Statistical Institute  
 Pan-American Institute of Geography and History  
 Postal Union of the Americas and Spain

**COLOMBO PLAN**

Consultative Committee on Co-operative Economic Development in  
 South and Southeast Asia  
 Council for Technical Co-operation in South and Southeast Asia



**CONSERVATIONAL**

International Commission for the Northwest Atlantic Fisheries  
International North Pacific Fisheries Commission  
International Whaling Commission  
North Pacific Fur Seal Commission

**ECONOMIC<sup>5</sup>**

Contracting Parties to the General Agreement on Tariffs and Trade  
Cotton Textiles Committee  
International Bureau for the Publication of Customs Tariffs  
International Cocoa Study Group  
International Coffee Agreement  
International Cotton Advisory Committee  
International Rubber Study Group  
International Sugar Agreement  
International Tin Agreement  
International Wheat Agreement  
International Wool Study Group  
Lead and Zinc Study Group  
Organization for Economic Co-operation and Development

**SCIENTIFIC**

International Bureau of Weights and Measures  
International Hydrographic Bureau

**CANADA-JAPAN**

Canada-Japan Ministerial Committee

---

<sup>5</sup> See also under previous headings.

## APPENDIX D

### INTERNATIONAL CONFERENCES HELD IN 1963 AT WHICH CANADA WAS OFFICIALLY REPRESENTED

(Partial List)

#### United Nations Conferences

- Economic Commission for Africa, Conference on "African Electric Power Problems": Addis Ababa, October 21-23.
- Economic Commission for Europe, Steel Committee: Geneva, March 25-28.
- Economic Commission for Latin America, 10th session: Santiago, May 6-18.
- Food and Agriculture Organization, 40th session of Council: Rome, June 24-July 3; 41st session of Council: Rome, November 11-14; Conference, 12th session; November 16-December 5.
- Governing Council, Special Fund: New York, June 3-10.
- International Atomic Energy Agency, Western Suppliers Meeting: Geneva, February 19.
- International Atomic Energy Agency, 7th conference: Vienna, September 24 (for approximately 3 weeks).
- International Civil Aviation Organization, 6th session of the Facilitation Division: Mexico City, March 19.
- International Labour Council 1st session: London, July 29-August 24; 2nd session: London, November 18.
- International Conference on Air Law: Tokyo, August 20-September 16.
- International Conference on Consular Relations: Vienna, March 4-April 19.
- International Labour Organization, Iron and Steel Committee, 7th session: Cardiff, August 26-September 6.
- International Labour Conference, 47th session: Geneva, June 5-27.
- International Telecommunication Union, Extraordinary Administrative Radio Conference: Geneva, October-November.
- International Telecommunication Union: Geneva, March 23.
- International Wheat Council, 37th session: London, June 18-20; 38th session: London, November 19-26.
- Regional Association for North and Central America of the World Meteorological Organization: Geneva, April 6.
- Seventh session of the Maritime Safety Committee of the Inter-Governmental Maritime Consultative Organization: London, September 10-13; Third session of the IMCO Assembly, London, October 16-29.
- Social Commission, 15th session: New York, April 24-May 10.
- Technical Assistance Committee: Copenhagen, June 17-29.
- United Nations Cocoa Conference: Geneva, September 25-October 24.
- United Nations Commission on Human Rights, 19th session: Geneva, March 11-April 5.
- United Nations Commission on Narcotic Drugs, 18th session: Geneva, April 29-May 17.
- United Nations Commission on the Status of Women, 17th session: New York, March 11-29.
- United Nations Conference on Science and Technology: Geneva, February 4-20.
- United Nations Economic Commission for Africa, 5th session: Leopoldville, February 18-March 3.

- United Nations Economic Commission for Asia and the Far East, 19th session: Manila, March 5-18.
- United Nations Economic and Social Council, 35th session: Geneva, April 2-19; 36th session: Geneva, July 2-August 2.
- United Nations Conference on Trade and Development, Preparatory Committee: New York, January 22-February 5; 2nd meeting: Geneva, May 21-June 28.
- United Nations Conference on Travel and Tourism: Rome, August 21-September 5.
- United Nations General Assembly, special session: New York, May 14; 18th session: New York, September 10.
- United Nations, "Inter-Regional Symposium on the Application of Modern Technical Practices in the Iron and Steel Industry in Developing Countries": Prague, November 11-16; Geneva, November 25-26.
- United Nations Regional Cartographic Meeting for Africa: Nairobi, July 1-14.
- United Nations Steel Committee: Geneva, September 9-13.
- United Nations Sugar Conference: London, July 3-4.
- Working Group of 21 on United Nations Financing: New York, January 28 (for 6 weeks).
- World Health Assembly, 16th session: Geneva, May 7-24.
- World Meteorological Congress, 4th session: Geneva, April 1-27.

### Other Conferences

- AGARD Conference on Refractory Metals: Oslo, June 23-26.
- Air Standardization and Co-ordinating Committee, Working Party 64: London, June 17-28.
- Canada-Japan Ministerial Meeting: Tokyo, January 11-12; Ottawa, September 25-26.
- Canada-United Kingdom Continuing Committee: Ottawa, October 7-8.
- Civil Liability for Nuclear Damage: Vienna, April 29.
- Commonwealth Committee on Mineral Processing Meeting: Cannes, May 25.
- Commonwealth Conference on Teaching of Science: Colombo, December 9-21.
- Commonwealth Economic Consultative Council, Trade Ministers: London, May 13-14; Senior officials: London, May 8-10; Ministers, London, September 24-25.
- Commonwealth Parliamentary Association: Kuala Lumpur, October 20-November 11.
- Commonwealth Survey Officers Conference: Cambridge, July 21-31.
- Conference of the Eighteen-Nation Committee on Disarmament: Geneva, November 22, 1962, to April 10, 1963; April 17-September 1, 1963.
- Conference on Refractory Metals Organized by the Advisory Group for Aeronautical Research and Development (NATO), Structures and Materials Panel: Oslo, June 23-28.
- Consultative Committee of the Colombo Plan for Co-operative Economic Development in South and Southeast Asia: Bangkok, October 30-November 4.
- Contracting Parties to the General Agreement on Tariffs and Trade, Meeting of Trade Ministers: Geneva, May 16-21; 21st session: Geneva, December 18.
- Directing Council Pan-American Health Organization, Regional Committee World Health Organization: Washington, September 16-25.
- Eastern Pacific Oceanic Conference: Arrowhead Lake, California, October 2-4.
- Eleventh Pan-American Congress of Railways: Mexico City, October 18-31.
- Executive Committee of the International Astronomical Union: Liège, June 28-July 1.
- First International Congress on Printing Education: Washington, August 6-10.
- GATT Cotton Textile Committee: Geneva, December 2-6.
- Great Lakes Fishery Commission, annual meeting: Ann Arbor, June 26-27.



- Inter-American Conference of Ministers of Labour on the Alliance for Progress: Bogota, May 5-11.
- Inter-American Economic and Social Council, Ministerial Meeting: Sao Paulo, November 11-16.
- Inter-Governmental Consultative Organization: London, October 14-30.
- Inter-Governmental Maritime Consultative Organization: London, September 8-18.
- International Colloquium on the "Magnetic Fields in the Sun and Stars": Munich, September 2-13.
- International Commission on Illumination: Vienna, June 18-26.
- International Commission for the Northwest Atlantic Fisheries, annual meeting: Halifax, June 3-7.
- International Committee for the Exploration of the Seas: Madrid, October 7-8.
- International Committee for the Standardization of Seismic Stations: Paris, March 12-14.
- International Conference on Non-destructive Testing, 4th session: London, September 9-13.
- International Congress of Medical Librarianship, 2nd session: Washington, June 16-22.
- International Congress of Zoology, 16th session: Washington, August 20-27.
- International Criminal Police Organization, General Assembly: Helsinki, August 21-28.
- International Council of Scientific Unions; Rome, March 25-27; Paris, October 1-4; General Assembly: Vienna, November 18-29.
- International Electro-technical Commission: Venice, May 26-June 8.
- International Geographical Union, Commission on Methods of Economic Regionalization: Warsaw, September 9-15.
- International Lead and Zinc Study Group, Special Working Group: Geneva, March 25-April 5.
- International Lead and Zinc Study Group: Geneva, October 28-November 8.
- International Meeting of the Tripartite Technical Working Panel on Methods of Testing and Evaluating: London, September 16-20.
- International Mineral Processing Congress, 6th session: Cannes, May 26-June 2.
- International Mining Congress, 3rd session: Salzburg, September 15-21.
- International North Pacific Fisheries Commission, Interim Meeting: Tokyo, February 5-15; Meeting of the Parties: Washington, June 6-21; Tokyo, September 16-October 7.
- International Pacific Halibut Commission, annual meeting: Petersburg, Alaska, January 28-31.
- International Peat Congress, 2nd session: Leningrad, August 15-22.
- International Radio Consultative Committee, 10th plenary session: Geneva, January 14-February 15.
- International Rubber Study Group: London, November 25-26.
- International Scientific Radio Union, 14th session: Tokyo, September 9-20.
- International Standards Organization, Technical Committee 55: Moscow, November 24-30.
- International Summer School on Quantitative Methods in Reflected-Light Microscopy: Cambridge, June 23-July 2.
- International Symposium on "The Solar Spectrum": Utrecht, August 26-30.
- International Trade Union Plan, Sub-Committee for Latin America: Bogota, May 20-31.
- International Congress of the International Union of Crystallography: Rome, September 9-18.
- International Union of Pure and Applied Chemistry (IUPAC), Conference: London, July 5-9; Congress: London, July 10-17; Symposium on Thermodynamics: Lund, July 18-28.
- International Whaling Commission: London, July 1-6.

Liège Symposium, 12th session: Liège, June 24-27.

Meeting of the Inter-governmental Oceanographic Commission: Moscow, May 4-8.

Meeting of the Experts on Communications, UNESCO, Inter-governmental Oceanographic Commission: Paris, September 2-6.

Ninth Pan-American Highway Congress: Washington, May 6-18.

NATO Ministerial Meeting: Ottawa, May 22-24; Paris, December 16-18.

North Pacific Fur Seals Commission, Meeting of the Parties: Tokyo, February 18-March 1.

Organization for Economic Co-operation and Development, Ministerial Meeting on Science: Paris, October 3-4.

Organization for Economic Co-operation and Development, Development Assistance Committee: Paris, March 27-April 4; July 24.

Pan-American Institute of Geography and History, 7th Directing Council and 8th Special General Assembly: Mexico City, July 22-August 2.

Permanent Joint Board on Defence: San Diego, February 4-8; Esquimalt, June 10-14; North Bay, September 30-October 4.

Problems of the Origin of Post-Magmatic Ore Deposition Symposium: Prague, September 16-21.

Quaker Conference for Diplomats: Clarens, August 6-16.

Scientific Committee on Oceanographic Research, Executive Meetings: Paris, October 25-26.

Second Meeting of the Parties to the International Convention for the High Seas Fisheries of the North Pacific Ocean: Tokyo, September 16.

Tripartite Technical Co-operation Programme: London, October 1-4.

UNESCO Preparatory Meeting on Research in Hydrology: Paris, May 20-29.

United States-Canada Joint Committee on Trade and Economic Affairs: Washington, September 20-21.

World Petroleum Congress: Frankfurt, June 17-30.

**APPENDIX E**  
**INTERNATIONAL AGREEMENTS TO WHICH CANADA**  
**IS A PARTY:**  
**DEVELOPMENTS DURING 1963**

**1. Bilateral Agreements**

**Bolivia**

Exchange of Notes between the Government of Canada and the Government of Bolivia permitting amateur radio stations of Canada and Bolivia to exchange messages or other communications from or to third parties. La Paz May 31, 1963. Entered into force May 31, 1963.

**Bulgaria**

Trade agreement between Canada and the People's Republic of Bulgaria. Signed at Ottawa October 8, 1963. Entered into force provisionally October 8, 1963.

**Czechoslovakia**

Long-Term Wheat Agreement between Canada and the Czechoslovak Socialist Republic. Signed at Ottawa October 29, 1963. Entered into force provisionally October 29, 1963.

**Denmark**

Exchange of Notes between the Government of Canada and the Government of Denmark concerning Air Traffic Control over Southern Greenland. Ottawa September 16 and November 28, 1963. Entered into force November 28, 1963.

**El Salvador**

Exchange of Notes between Canada and El Salvador constituting an Agreement permitting amateur radio stations of Canada and El Salvador to exchange messages or other communications from or to third parties. San Salvador February 20 and March 11, 1963. Entered into force April 9, 1963.

**Federal Republic of Germany**

Agreement between Canada and the Federal Republic of Germany on the settlement of disputes arising out of direct procurement. Signed at Bonn August 3, 1959. Instruments of Ratification exchanged at Bonn September 21, 1962. Entered into force July 1, 1963.

**Finland**

Agreement between Canada and Finland on Recognition of Tonnage Certificates of Merchant Ships. Signed at Helsinki June 5, 1963. Entered into force June 5, 1963.

**France**

Agreement between Canada and France concerning films and film production. Signed at Montreal October 11, 1963. Entered into force October 11, 1963.



**Greece**

Exchange of Notes between Canada and Greece constituting an Agreement covering a Canadian gift to Greece of one million dollars worth of food products. Athens August 7, 1963. Entered into force August 7, 1963.

**India**

Financial Agreement between the Government of Canada and the Government of India. Ottawa May 14, 1963. Entered into force May 14, 1963.

Agreement between the Government of Canada and the Government of India relating to the Rajasthan Atomic Power Station and the Douglas Point Nuclear Generating Station. Signed at New Delhi December 16, 1963. Entered into force December 16, 1963.

**Italy**

Supplementary Agreement to the Agreement between the Government of Canada and the Government of the Republic of Italy concerning the sale in Italy of waste material and scrap belonging to the Royal Canadian Air Force signed at Rome on December 18, 1961. Signed at Rome September 18, 1963. Entered into force September 18, 1963.

**Netherlands**

Executive Agreement between the Government of Canada and the Government of the Kingdom of the Netherlands supplementary to the Exchange of Letters between the two countries, signed on April 10, 1952, constituting an agreement to safeguard the rights of bona fide holders of bonds of Canada that have been reported by their Netherlands owners as lost or stolen during World War II. Signed at Ottawa February 8, 1963. Entered into force February 8, 1963.

**Nigeria**

Agreement and Protocol between Canada and Nigeria governing the training in Canada of Military Personnel from Nigeria. Signed at Lagos July 3 and September 2, 1963. Entered into force July 3, 1963.

**Poland**

Long-Term Wheat Agreement between Canada and Poland. Signed at Ottawa November 5, 1963. Entered into force November 5, 1963.

**Union of Soviet Socialist Republics**

Protocol renewing the Trade Agreement between Canada and the Union of Soviet Socialist Republics signed on February 29, 1956, and renewed on April 18, 1960. Signed at Ottawa September 16, 1963. Entered into force provisionally September 16, 1963.

**United States of America**

Exchange of Notes between Canada and the United States of America amending the Agreement of May 5, 1961, concerning the co-ordination of pilotage services in the waters of the Great Lakes and the St. Lawrence River as far east as St. Regis (with a memorandum of understanding). Washington October 10, 1962, and February 21, 1963. Entered into force February 21, 1963.

Exchange of Notes between Canada and the United States of America concerning the testing of Experimental Communications Satellites. Washington August 13 and 23, 1963 (with a memorandum of arrangements). Entered into force August 23, 1963.

Exchange of Notes between Canada and the United States of America amending the Agreement of May 5, 1961, concerning the co-ordination of pilotage services in the Great Lakes and the St. Lawrence River as far east as St. Regis. Washington August 23 and September 10, 1963 (with a memorandum of arrangements). Entered into force September 10, 1963.

Exchange of Notes between Canada and the United States of America to amend the Agreement of November 12, 1953, concerning the establishment of

a Joint Canada-United States of America Committee on Trade and Economic Affairs. Washington September 17, 1963. Entered into force September 17, 1963.

Exchange of Notes between the Government of Canada and the Government of the United States of America revising the Agreement of March 27, 1951, in order to provide for co-operation in joint Civil Emergency Planning. Ottawa November 15, 1963. Entered into force November 15, 1963.

Exchange of Notes between the Government of Canada and the Government of the United States of America amending the Agreement of May 5, 1961, concerning the co-ordination of Pilotage Services in the Great Lakes and the St. Lawrence River as amended February 21 and September 10, 1963. Washington November 19 and December 4, 1963. Entered into force December 4, 1963.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning the reimposition of tolls on the Welland Canal. Ottawa December 19 and 20, 1963. Entered into force December 20, 1963.

Exchange of Notes between the Government of Canada and the Government of the United States of America on measures to ensure the orderly, efficient and safe control of aircraft operating in the air-space near the common boundary of Canada and the United States of America. Ottawa December 20 and 27, 1963.

### Venezuela

Exchange of Notes between the Government of Canada and the Government of Venezuela extending one year the Commercial *modus vivendi* of October 11, 1950, between the two countries. Caracas October 14, 1963. Entered into force October 14, 1963.

## 2. Multilateral Agreements

Supplementary Convention on the abolition of slavery, the slave trade, and institutions and practices similar to slavery. Signed by Canada September 7, 1956. Canada's Instrument of Ratification deposited January 10, 1963. Entered into force for Canada January 10, 1963.

Agreement between Canada, the Federal Republic of Germany and the United Kingdom of Great Britain and Northern Ireland concerning the conduct of manoeuvres and other training exercises in the Soltau-Luneburg Area. Signed at Bonn August 3, 1959. Canada's Instrument of Ratification deposited January 10, 1963.

Protocol for limiting and regulating the cultivation of the poppy plant, international and wholesale trade in, and the use of opium. Done at New York on June 23, 1953. Signed by Canada on June 23, 1953. Ratified by Canada May 7, 1954. Entered into force March 8, 1963.

Declaration of provisional accession of the Government of the Federal Republic of Yugoslavia to the General Agreement on Tariffs and Trade. Done at Geneva November 13, 1962. Signed by Canada March 7, 1963. Entered into force April 28, 1963.

Declaration of provisional accession of the Government of the United Arab Republic to the General Agreement on Tariffs and Trade. Done at Geneva November 13, 1962. Signed by Canada March 7, 1963. Entered into force April 9, 1963.

Revised regulations for preventing collisions at sea, 1960. Canadian Instrument of Acceptance deposited March 25, 1963.

Instrument for the Amendment of the constitution of the International Labour Organization, adopted by the Conference at its forty-sixth session Geneva June 22, 1962. Canada's Instrument of Ratification deposited October 25, 1962. Entered into force May 22, 1963.

Declaration of Understanding of the Northwest Atlantic Fisheries Convention. Done at Washington April 24, 1961. Canadian Instrument of Acceptance deposited September 15, 1961. Entered into force June 5, 1963.

Agreement to supplement the Agreement between the parties to the North Atlantic Treaty regarding the status of their forces with respect to foreign forces stationed in the Federal Republic of Germany. Done at Bonn August 3, 1959. Canada's Instrument of Ratification deposited December 11, 1961. Entered into force July 1, 1963.

Protocol of Signature to the Supplementary Agreement. Done at Bonn August 3, 1959. Entered into force July 1, 1963.

Agreement to implement Paragraph 5 of Article 45 of the Agreement to supplement the Agreement between the parties to the North Atlantic Treaty regarding the status of their forces with respect to Foreign Forces stationed in the Federal Republic of Germany. Done at Bonn August 3, 1959. Canada's Instrument of Ratification deposited December 11, 1961. Entered into force July 1, 1963.

Administrative Agreement to Article 60 of the Agreement to supplement the Agreement between the parties to the North Atlantic Treaty regarding the status of their forces with respect to Foreign Forces stationed in the Federal Republic of Germany. Done at Bonn August 3, 1959. Entered into force July 1, 1963.

Amendments to the International Convention for the Prevention of Pollution of the Sea by Oil, 1954. Done at London March 26, 1962. Canada's Instrument of Acceptance deposited July 5, 1963.

Protocol to the International Convention for the Northwest Atlantic Fisheries. Done at Washington July 15, 1963. Signed by Canada July 15, 1963.

Treaty Banning Nuclear Weapon Tests in the Atmosphere, in Outer Space and Under Water. Done at Moscow August 5, 1963. Signed by Canada in London, Washington and Moscow, August 8, 1963.

Protocol for the accession of Spain to the General Agreement on Tariffs and Trade. Done at Geneva April 30, 1963. Signed by Canada August 22, 1963. Entered into force August 29, 1963.

Commonwealth Telegraphs Agreement, 1963. Signed by Canada July 25, 1963. Entered into force July 25, 1963.

Protocol for the Prolongation of the International Sugar Agreement of 1958. Signed by Canada September 30, 1963.

Protocol amending the Interim Convention on Conservation of North Pacific Fur Seals. Signed by Canada October 8, 1963.



## APPENDIX F

### PUBLICATIONS OF THE DEPARTMENT

The Department of External Affairs issues, free, two catalogues of its publications, one for residents of Canada, the other for residents of other countries. Individual publications available free from the Department in Ottawa or abroad from the most conveniently located Canadian mission are so marked in the list that follows. It should be noted that certain publications are available outside Canada only. Finally, a number of publications, with prices listed, are available from the Queen's Printer, Ottawa.

#### 1. Publications Available in Canada and Abroad

*External Affairs:* A monthly bulletin containing articles on subjects of current international interest and official statements of Canadian foreign policy. Price: annual subscription, Canada, the United States and Mexico, \$2.00; other countries, \$2.50; students in Canada, \$1.00; other countries, \$1.50.

*Report of the Department of External Affairs:* Report to Parliament covering the work of the Department during each calendar year. Price: Canada, the United States and Mexico, 35 cents; other countries, 40 cents.

*Canada and the United Nations:* An annual report on Canadian participation in the work of the United Nations and its Specialized Agencies. Price: Canada, the United States and Mexico, 75 cents; other countries, 85 cents.

*Statements and Speeches:* Texts of important official speeches on external and domestic affairs. (Free)

*Reference Papers:* Background information on various aspects of Canadian affairs. (Free)

*Canada Treaty Series:* Texts of individual treaties, conventions and other agreements concluded between Canada and other countries. Price: Canada, the United States and Mexico, 35 cents each; other countries, 40 cents each.

*Canadian Representatives Abroad and Representatives of Other Countries in Canada:* Issued three times a year. A directory of Canadian diplomatic, consular and trade offices abroad, and of the diplomatic, consular and trade offices of other countries in Canada. Price: annual subscription, Canada, the United States, and Mexico, \$1.50; other countries, \$1.75. Single copies, Canada, the United States and Mexico, 60 cents; other countries, 70 cents.

*Diplomatic Corps:* A directory of diplomatic missions in Ottawa. Published three times a year. Price: annual subscription, Canada, the United States, and Mexico, \$1.50; other countries, \$1.75. Single copies, Canada, the United States, and Mexico, 60 cents; other countries, 70 cents.

*The Law of the Sea: A Canadian Proposal, 1959.*

*Canada and the Colombo Plan, 1961:* Price: Canada, the United States, and Mexico, 75 cents; other countries, 85 cents.

*Canada from Sea to Sea:* An illustrated booklet, dealing in popular style with various aspects of Canada—its history and geography, economic and trading position, status as a world power, people, culture, institutions, government and

traditions. Published in English, French, Dutch, German, Italian, Polish, Portuguese and Spanish. Price: Canada, the United States and Mexico, 75 cents; other countries, 85 cents.

*Facts on Canada:* Information on Canada's history, government, international relations, resources, climate, transportation, industry and labour, and on the provinces of Canada, with a series of maps. This publication, which is sold in Canada in English and French for 50 cents a copy, is distributed free of charge in other countries by Canadian missions.

## White Papers

*London and Paris Agreements September-October 1954:* A selection of documents resulting from meetings held in London and Paris concerning the accession of the Federal Republic of Germany to the North Atlantic Treaty Organization. Price: Canada, the United States, and Mexico, 75 cents; other countries, 85 cents.

*Canada and the Korean Crisis (1950):* Price: Canada, the United States and Mexico, 25 cents; other countries, 30 cents.

*The Crisis in the Middle East: October-December 1956:* Price: Canada, the United States, and Mexico, 75 cents; other countries, 85 cents.

*Report on Disarmament Discussions 1957:* Price: Canada, the United States, and Mexico, 35 cents; other countries, 40 cents.

## 2. Publications Distributed Abroad Only

In addition to *Statements and Speeches*, *Reference Papers*, *Facts on Canada* and *Canada from Sea to Sea*, which are distributed both in Canada and abroad and are described in Part I, the following publications are distributed abroad only:

*Canadian Weekly Bulletin:* A summary of important developments and announcements.

*Reprints:* Articles on Canada and Canadian affairs reprinted from various sources, chiefly Canadian periodicals.

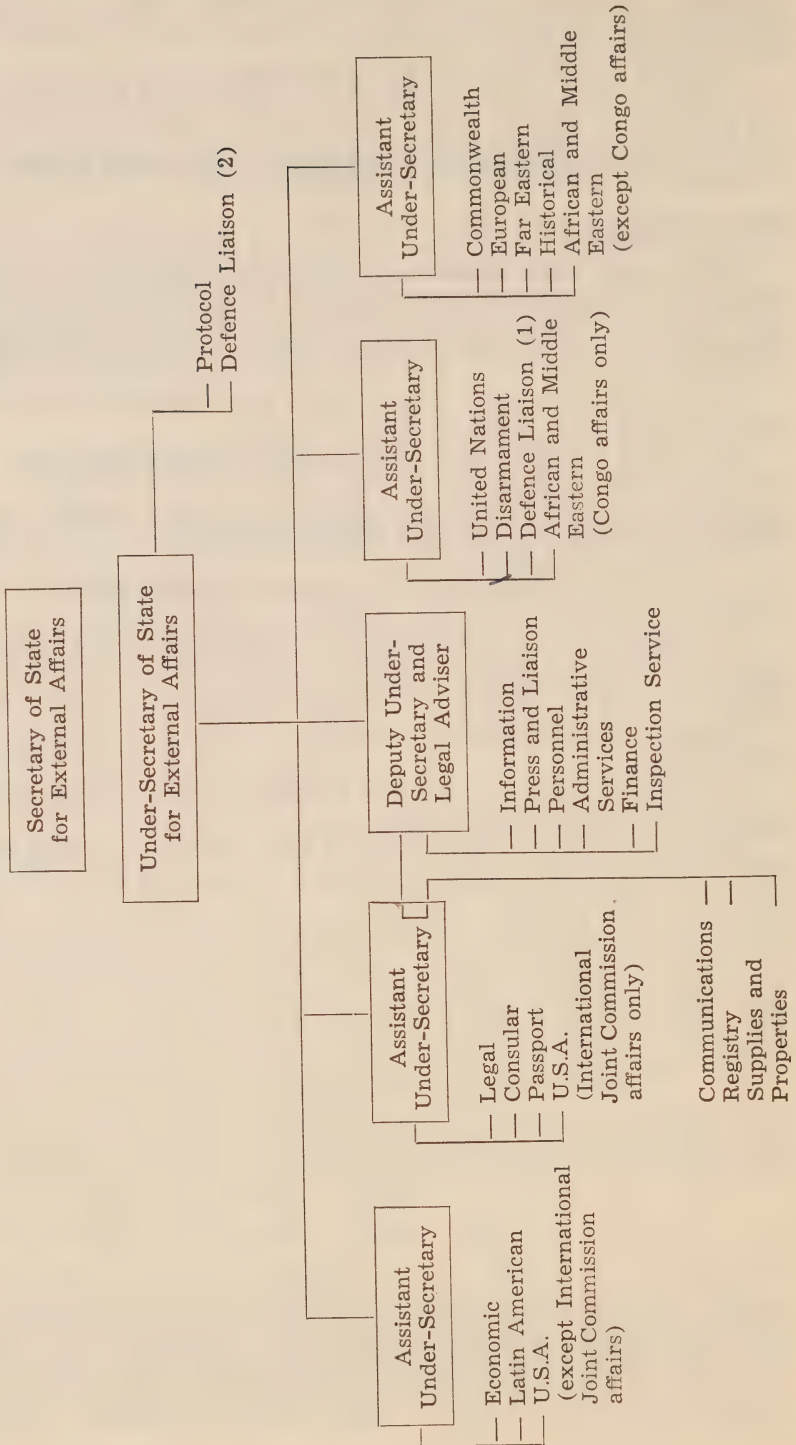
*Canada Pictorial:* A small illustrated folder distributed abroad in English, French, Dutch, German, Italian, Japanese, Portuguese, Spanish, and Swedish.

---

NOTE: The Department also distributes information produced by a number of international organizations of which Canada is a member, such as NATO, the OECD, and the Colombo Plan, but excluding the United Nations. This material is distributed on request, and also to Members of Parliament, public libraries, universities, newspapers and interested voluntary organizations. The United Nations distributes its information material through its own information offices and through other authorized outlets, which in Canada include the Department of Public Printing and Stationery and the United Nations Association.

## APPENDIX G

Department of External Affairs Headquarters Organization, December 31, 1963

























BINDING SECT. NOV 9 1988

Government  
Publications





3 1761 11550569 5